

PAPERS

RELATING TO

THE FAMINE IN BENGAL AND BEHAR,

1873-74.

VOL. II.



CALCUTTA:
OF THE SUPERINTENDENT OF GOVERNMENT PRINTING,
1875.

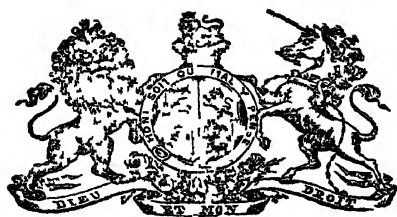
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R. 4.

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PAPERS

RELATING TO

THE FAMINE IN BENGAL AND BEHAR, 1873-74.

PART I.

CONTINUATION OF THE CORRESPONDENCE FROM THE 1ST OF
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No. 1.

Despatch from Her Majesty's Secretary of State for India, to the Governor General in Council, No. 23, dated 30th April 1874.

I forward herewith, for the information of your Excellency in Council, copy of a confidential and important letter from the Colonial Office on the subject of the present and expected stock of rice in the Island of Mauritius.

2. Lord Carnarvon expresses great anxiety in the event of any change of policy being determined on with respect to the prohibition of the export of rice from India, that the very earliest possible intimation of the intention of your Excellency in Council may be furnished to him.

3. Under these circumstances I desire that in the event of the export of rice from India to Mauritius being hereafter prohibited, an intimation immediately be made to me by telegraph, in order that I may inform the Colonial Office accordingly.

ENCLOSURE TO No. 1.

Letter from R. G. W. Herbert, Esq., to the Under-Secretary of State for India, No. 68, dated 22nd April 1874.

With reference to your letter of the 13th March 1874, a copy of which was communicated to the Governors of Mauritius and Ceylon, I am directed by the Earl of Carnarvon to state, for the information of the Marquis of Salisbury, that His Lordship has learnt by a telegram from the Governor of Mauritius under date of the 3rd of April, that though the price of food would be high, the supply would not fail if export from India continued, but that distress would follow if they were prohibited without ample warning being given. Lord Carnarvon is confident that, should circumstances involve any change of policy with respect to the prohibition of the export of rice or other grain, this department will be furnished with the earliest possible intimation of the Government of India.

2. It would appear from the latest returns that on the 3rd of March 1874 the stock of rice in the Island of Mauritius was computed to amount to about 180,000 bags, and that carriages containing nearly 130,000 bags were then shortly expected to arrive, of which 97,000 were to come from Calcutta; there would thus be either in the Island or expected about four and a half months' consumption.

No. 2.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 35, dated 2nd June 1874.

In reply to your Lordship's despatch No. 23 (Revenue), dated the 30th April last, forwarding copy of a confidential letter from the Colonial Office

on the subject of the stock of rice in the Island of Mauritius, we beg to refer to paragraph 7 of our despatch No. 27 of the 1st ultimo, and the correspondence therein mentioned, from which it will be seen that the Government of Mauritius has already been informed that we have no intention of prohibiting exports from Indian ports, and that in the event of any serious alteration taking place in the condition of affairs in India, early information will be sent to that Government.

No. 3.

Letter from C. J. Lyall, Esq., Under-Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of Bengal, No. 1768, dated 19th May 1874.

I am directed to enclose copies of a demi-official letter from Mr. Girdlestone, Resident in Nepal, to Captain E. Baring, Private Secretary to the Viceroy, the reply sent thereto, and copies of telegrams which have passed between the Governor General and Sir Richard Temple.

2. I am to say that the Government of India will be glad to assist the Nepalese Government to the best of their power. His Excellency in Council accordingly authorises and requests His Honor the Lieutenant-Governor to communicate at once with the Resident on the subject of the supply of the rice asked for by that Government.

3. It appears from Sir Richard Temple's telegram that rice can be furnished from Seetamurhee. The price to be charged should be the market price in Calcutta of ordinary ballam rice, *plus* the reduced railway rate to Futwahghât, making in all Rs. 3-6 per maund, together with such additional charge for transport from Futwahghât to Seetamurhee as the Lieutenant-Governor may consider proper. His Honor may make a fair reduction from the price to be charged for the rice if Burmese or Saigon rice, containing a certain proportion of paddy, is furnished.

4. I am to request that the Lieutenant-Governor, on receiving a reply from the Resident, will be good enough to undertake all the arrangements for the transfer and payment by the Nepalese Government, replenishing the Government stores which will be reduced by the transfer at such place and in such manner as he may consider desirable from the reserves at Calcutta.

ENCLOSURE I TO No. 3.

Demi-official from C. Girdlestone, Esq., Resident at Nepal, to the Private Secretary to the Governor General, dated 12th May 1874.

Sir Jung Bahadoor has asked me to enquire whether, if he wants more rice for his eastern districts, the Viceroy could spare him an additional supply to the value of from one to two lakhs' worth of Company's rupees, and at what price in Calcutta. He would like to take delivery at Seetamurhee if arrangements could be made for forwarding the grain to that place by the British Government, he of course being responsible for the cost of carriage. I write demi-officially in the first instance, as Sir Jung does not like to make a definite request till he knows about the price. Could you also give any idea of what would be the cost of carriage per maund from Calcutta to Seetamurhee?

ENCLOSURE II TO No. 3.

Demi-official from Captain E. Baring, Private Secretary to the Governor General, to the Resident, Nepal, dated 19th May 1874.

There will be no difficulty in providing the Nepalese Government with some rice from the Government stores at Seetamurhee. Your letter has been sent to the Government of Bengal, from whom you will hear further as to the quantity available, price, &c.

ENCLOSURE III TO No. 3.

Telegram from the Viceroy, to the Lieutenant-Governor, dated 18th May 1874.

Sir Jung Bahadoor has asked to have from one to two lakhs' worth of rice supplied to him. He wishes it delivered to him at Seetamurhee. We can supply the rice. Can you send it on to Seetamurhee? If so, to what railway

station should it be sent, and what would be the cost of carriage from the station to Seetamurhee? If Sir Jung accepts the offer which will be made him after your answer to this telegram is received, I propose to put the Resident in direct communication with you to arrange further details. Do you agree?

ENCLOSURE IV TO No. 3.

Telegram from Lieutenant-Governor, to Viceroy, No. 255, dated Monghyr, 18th May 1874.

I can spare fifty-two eighty-thousand maunds out of Seetamurhee stores at once. Cost at Seetamurhee would be three per maund per mile for cart transport, or about one and a quarter rupee per maund besides prime cost and full railway freight to Futwahghât. Nepal authority can take grain from Seetamurhee golahs in their carts if you approve. I will instruct Seetamurhee officials at once, and arrange with Nepal authority. I should store corresponding amount in Mozufferpore sub-division, where grain is wanted.

No. 4.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal with the Lieutenant-Governor of Bengal, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 354 T-F, dated 27th May 1874.

I am directed to acknowledge the receipt of your letter No. 1768, dated the 19th May 1874, and in reply to state, for the information of the Viceroy and Governor General in Council, that the Lieutenant-Governor has caused the Resident at Nepal to be addressed with a view of ascertaining what quantity of rice exactly the Nepal Durbar wants at once, and where it is to be delivered.

2. I am to add that the Lieutenant-Governor has ordered sales to be opened at the Government depôts on the Tirhoot and Chumparun borders, as he had learned that the Nepalese wished to buy there also.

No. 5.

Despatch from Her Majesty's Secretary of State for India, to the Governor General in Council, No. 31, dated 21st May 1874.

I transmit herewith copy of a letter from the Colonial Office, with enclosures, announcing the vote by the Court of Policy of British Guiana of \$5,000 in aid of the famine-stricken population of Bengal.

2. I am confident that your Excellency in Council will appreciate the generous sympathy with the people under your Lordship's Government manifested by the Governor and colonists of British Guiana.

ENCLOSURE I TO No. 5.

Letter from R. H. Meade, Esq., to the Under-Secretary of State for India, dated 5th May 1874.

I am directed by the Earl of Carnarvon to acquaint you that the Governor of British Guiana has reported in a despatch (an extract from which is herewith enclosed) the vote by the Court of Policy of the sum of £1,041-13-4 in aid of the famine-stricken population of the presidency of Bengal.

2. Lord Carnarvon has authorised the Crown Agents to pay this sum to the Mansion House Relief Fund, but he would be glad to know whether the Marquis of Salisbury would wish anything to be said to the Colony in recognition of this act of liberality.

ENCLOSURE II TO No. 5.

Minute by the Governor of British Guiana, dated 27th March 1874.

As all recent accounts from Bengal portray an extent of suffering among the famine-stricken population in that presidency hardly to be realised by those living in these more favored lands, I consider that I should be wanting in my duty to this Court, as also to the Colony at large, were I to delay asking your sympathy and bounty in aid of the now starving multitudes of a race the

manual labor of many of whom has on introduction here contributed so materially in raising British Guiana to its present prominent position among the British possessions in the West Indies.

I am well aware that this appeal comes before you at a time when the Colony has many difficulties of its own to encounter and overcome, and when also it may be said that no slight relief has already been afforded by the removal to these shores of over 8,000 souls from the present arid plains of India during the last few months, entailing thereby on the Proprietary Body an expenditure heavy enough of itself at the present season and under existing circumstances. I trust, however, that the Court may be enabled without injustice to other wants nearer home to bear its part in the work of charity for the rescue of our fellowmen from death in one of its most frightful forms.

With reference to the communication laid before the Court by His Excellency the Administrator calling attention to the famine in India—

It is resolved—That His Excellency be requested to place on the annual estimate now before the Court the sum of \$5,000 in aid of the relief thereof. Further, that His Excellency is hereby requested to remit the same to the Government of India, with an expression of the sympathy of the members of the Court, as representing the inhabitants of the Colony, with the sufferings of the people of the stricken districts.

ENCLOSURE III TO No. 5.

Extract from a despatch from the Acting Governor of British Guiana, to the Earl of Carnarvon, No. 52, dated 1st April 1874.

I beg leave to acquaint your Lordship that the Court of Policy, at its meeting held on the 31st ultimo, requested me to transmit to your Lordship the sum of \$5,000 (£1,011-13-1), to be remitted to the Government of India in aid of the famine-stricken population in the Bengal Presidency, accompanied also with the sympathy of the Court, as representing the inhabitants of British Guiana, with the sufferings of the people of the stricken districts.

2. I also enclose a copy of the Minute in which I drew the attention of the Court to the state of these starving multitudes in Her Majesty's possessions in the East Indies, with a copy of the Resolution unanimously agreed to by the Court.

No. 6.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 10, dated 23rd June 1874.

In acknowledging your Lordship's despatch No. 31 (Revenue) of the 21st ultimo, we have the honor to request that our thanks may be conveyed to the Governor and the Court of Policy of British Guiana for the liberal contribution of \$5,000 voted by them in aid of the relief of the famine in Bengal.

2. We fully appreciate the sympathy displayed by the colonists with the suffering population, which has for many years past supplied the labor on which the prosperity of the Colony has been founded.

No. 7.

Letter from the Secretary to the Government of the North-Western Provinces, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 507 A, dated 27th May 1874.

I am directed to submit, for the information of His Excellency the Governor General in Council, copy of a Resolution No. 479A, dated the 16th May 1874, regarding the measures to be adopted for the relief of distress in the Goruckpore district.

ENCLOSURE I TO No. 7.

Resolution by the Government of the North-Western Provinces, No. 479 A, dated 16th May 1874

The Lieutenant-Governor entered the Goruckpore district on the 6th May 1874, inspected the relief work on the "Tucker Band," where about 17,000

persons are employed, and in the afternoon held a conference with the Collectors of Goruckpore and Bustee and the district officials as to the system to be pursued in future.

2. The questions first discussed were—

- I.—What rate of wages should be given at relief works?
- II.—What should be done to prevent the admission on the relief works of persons not absolutely in want?
- III.—What arrangements can be made for carrying on the relief works in the rains?

3. As to the first point, the existing rates of wages are—

5	Goruckporee pice	for a man.
4	"	" woman.
3	"	" child able to work.
2	"	" infant.

Some arguments were adduced for the reduction of these rates. It was stated as an undoubted fact that people had put by money on the relief works; that the bunniahs bring sweetmeats, liquor, and clothes to be sold on the works; that a very large part of the laborers were believed to have some independent means and not to be absolutely dependent on the relief works for food; and that a woman with an infant receiving six pice certainly could buy more food than she required. On the other hand, it was argued that the saving referred to had accrued when the wages for men were six pice, not five; that the present rates afforded almost no margin above the minimum quantity of food necessary to subsistence; and that if the rates were cut down below this minimum, those who had no independent means would suffer.

4. The Lieutenant-Governor, after consulting with the local officers, concluded that the rates laid down in the Ghazeepore Resolution (No. 442 A, dated 8th May 1874) are correct, and may be applied to the Goruckpore and Bustee districts. According to these, the following are the quantites of food which the relief wages should be calculated to supply:—

	<i>Man.</i>	<i>Woman.</i>	<i>Child.</i>
Coarse atta	... 10 chittacks.	8 chittacks.	6 chittacks.
Dāl	... 2 " "	2 " "	1 chittack.
Salt	... 1 pice weight.	1 pice weight.	½ pice weight.

As these articles vary in price, the rate of wages should rise or fall, provided that no alteration is made amounting to less than a pice.

5. At the rates prevailing at the "Tucker Bund" shops on the 6th May 1874, a man's food would cost as follows:—

8 local chittacks (=10 Government chittacks)	Goruckporee pice, of	
goojai atta (wheat and barley)	...	3½
2 chittacks dāl	...	...
1 pice weight of salt	...	...
Total cost		4½ pice,

leaving a margin of five-eighths of a pice for firewood and a little oil or spice.

Similarly, a woman's ration would cost a little below four pice, and a child's little below three pice.

6. For the present therefore, while prices are unaltered, the scale of wages should not be changed for men, women, and children: that it is not too low the appearance of the people on the works is itself sufficient to prove. The great majority of them look in all respects as well and as comfortable as any large collection of laborers that the Lieutenant-Governor has ever seen. In the case of infants in arms, the Lieutenant-Governor thinks that a dole of two pice is too large. Many of these infants are sucklings, and few can eat two pice worth of food. The rate should be reduced to one pice for infants. But there can be no doubt that these money payments are one of the causes which make the relief work so mischievously popular. Whenever the Collector finds it possible to pay wages in food instead of money, he should do so.

7. As to the second question, both the Collectors of Goruckpore and Bustee represented that a very large number of the laborers ought not to be on relief works at all. Sir John Strachey has no doubt that this opinion is correct. It was confirmed by every officer and by every native gentleman

whom he had the opportunity of consulting. At this season of the year, when there is little or no employment in the fields, the fact that great numbers of people flock to these works is no proof of serious distress. The majority of them come from their villages in the morning, and after performing a minimum of work return home at night with the day's wages. Although the wages are low, they are very easily gained, and they form a welcome addition to the small means of the poorer classes. Circumstances have greatly altered since these works were first undertaken. They were then beyond any doubt very useful and necessary works, and it is only lately that the numbers employed on them have become so immense. Owing to the generally good outturn of the rubber harvest in a country a small portion only of which is dependent on a single crop, and to other causes, the people of these districts are undoubtedly better off now than was the case when the works were commenced. But although distress has diminished, the relief afforded has increased. The Collector of Goruckpore has reported that "zemindars are daily getting more clamorous that Government should refuse employment to able-bodied men and women on the relief works. They complain that on account of these they cannot get laborers to prepare the land for the coming khureef harvest." The Collector believes that there is much truth in these complaints, especially in the north of the district, which is thinly populated, and where labor in ordinary years is scarce; and he expresses some apprehension lest it should be found hereafter that rice lands have been allowed to lie fallow in consequence of the attraction held out by these relief works.

The Lieutenant-Governor also learned that at Goruckpore, and in other places where *bond fide* public works are being carried on, it has been found difficult to obtain laborers on full wages. They prefer the easy life which they lead on the relief works.

8. The Collectors both of Goruckpore and Bustee desired that power should be given to themselves and to their subordinates to turn people off the works whom they believed to be unfit recipients of public charity. While the Lieutenant-Governor feels very strongly how extremely serious the evils of the present system are, His Honor could not ascertain that either Mr. Lumsden or Mr. Elliot could lay down any distinct test or rule by which they could guide the procedure of their subordinates in such a matter, or could show how the line should be drawn. To give an order of exclusion requires the greatest care, the nicest discrimination, and the most complete local knowledge. The Lieutenant-Governor believes that the evil complained of is inherent in the system which is now followed in these districts. Works are carried on on which it is impossible to exact a fair day's labor. Not only is there no guarantee that the persons employed are really in want of Government aid, but it is certain that a large proportion of them require no aid at all. Nevertheless, a certain number are undoubtedly distressed, and no measures for diminishing the number of persons employed on the works can safely be adopted unless means are first provided for the relief of those who really need it. We cannot run the risk of closing the works, or of arbitrarily excluding people from them, until we are sure that, if mistakes be made, other means of relief will be available. At the same time, if either Collector is personally aware or can adopt measures which give him complete assurance that any men, or the residents of any village, who are found on the works do not need the help afforded by Government, he is not only fully empowered to order them off, but it will be his duty to do so. But such an order should be based on individual knowledge of the persons or the village, not on general considerations. Zemindars and others who make complaints of the kind noticed above may be asked to indent for the number of laborers they require. If the Collector is satisfied that they will certainly pay the usual rates of wages, the necessary number of laborers should be made over to them. If the laborers refuse to be so transferred, they should be rejected from relief works.

9. Thirdly, the question of what is to be done in the rains with the enormous multitudes now assembled on the relief works was discussed. According to the last returns the total number of persons employed in the two districts was about 219,000. In some cases, as in the "Tucker Bund," where the people are working in the bed of an immense lake, the work must absolutely be abandoned. In others it would be possible to carry on the work if the people

are hutted and kept dry ; but to do this would be very expensive, and would involve great risk of sickness and epidemics. The Collector of Bustee was of opinion that most of the works in his district must necessarily be stopped, and that it would be physically impossible to carry them on. On the other hand, there is every reason to hope that, with the coming of the rains, the people will for the most part disperse to their ploughing and sowing, and will find employment in their villages, and Sir John Strachey believes that the continuance of the present system will not be necessary.

10. The general principles on which relief operations ought to be carried on seem to the Lieutenant-Governor to be as follow :—

1st.—Able-bodied persons, belonging to classes accustomed to perform labor of a kind similar to that ordinarily exacted on public works, should receive relief on *bond fide* public works carried on in the usual way to any extent that may be found necessary. The ordinary rates of pay should be given, and a full amount of work should be required.

2nd.—Persons belonging to the preceding class, but unable to give a full amount of labor in return for the wages allowed to them, must be treated as subjects of charitable relief, and must either be employed in a suitable manner in poor-houses of the kind to be presently described, or on easy employment on roads and other works : these will be relief works properly so called. The tests regarding admission to such works should generally be similar to those prescribed for the inmates of the poor-houses, although out-door instead of in-door relief will be given.

Persons belonging to the non-agricultural or other classes, not accustomed to labor on public works, must receive relief in poor-houses, where labor suitable to their occupation and condition in life will be required.

3rd.—Persons who are infirm and incapable of work must receive gratuitous relief, subject to the checks laid down for the management of poor-houses.

4th.—Persons who, on account of caste or other feelings or prejudices, refuse to accept relief on the above terms must receive exceptional treatment.

11. These are the principles which have been acted on with complete success in the North-Western Provinces on former occasions when the distress was more general and more serious than any which now prevails in these districts. The poor-houses must also be work-houses, and they should be organised in the manner adopted at Moradabad during the famine of 1860-61. A report on the Moradabad poor-houses will be found in the Selections from the Records of the Government, North-Western Provinces, for 1862, and extracts from such parts of it as explain the general principles which the Lieutenant-Governor desires to see followed, and the system on which the poor-houses were worked, are printed and circulated with this resolution. The essential features of this system are :—

1st.—Relief must ordinarily be given in the shape of cooked food.

2nd.—No persons excepting those obviously in actual want shall receive relief until there is reason to believe that they require it.

3rd.—Every one must work who is not physically incapable.

4th.—All working paupers must remain during the whole day in the poor-houses.

12. The Lieutenant-Governor believes that the extracts from the report annexed to this resolution will sufficiently explain the details of the system which he wishes to introduce. He feels sure that the able and zealous officers upon whom the practical execution of these orders will devolve will apply them wisely, and especially that they will enforce no rules in a manner so rigid that the objects might be endangered for which all such rules are primarily designed. That object is the preservation of life and the prevention of extreme suffering, and while Sir John Strachey is satisfied that it can be gained without running into the evils of too lavish a charity, it is far better even to run into these than to risk its complete fulfilment. If, for example, it should anywhere be found that on account of social position or prejudices of caste, or other reasons, the

unwillingness of any class to enter the poor-houses or to labor on public works is so great that relief is not given to those who really require it, then special arrangements must be made. The case already provided for of *purdah-nusheen* women is one in point, and other cases may require similarly exceptional treatment. It will be the duty of the district authorities, when the present system of relief operations is modified, to take the necessary measures for the frequent inspection of all places where the people are distressed, and for keeping themselves thoroughly well informed; so that it may be rendered certain that no cases of this kind can remain undiscovered and unprovided for.

13. The Lieutenant-Governor desires that steps should be taken for gradually introducing this change of system, for bringing the relief works to a close, and dismissing the people engaged on them. It may be hardly possible to accomplish much until the setting in of the rains, but no time should be lost. Warning should be given to the people beforehand that it is intended to close the works. This should not be done abruptly, but gradually, so as to admit of the dispersion of the laborers and to allow the work in hand to be finished off. The people should be informed at the same time that food will be given to all applicants at the poor-houses which are about to be opened. The necessary arrangements should be made to establish these poor-houses. Suitable spots must be chosen, and sheds erected for the people to work and sleep in. If the present opinion is correct, that the relief works are popular because of their light labor, then the numbers at the poor-houses will be far less than those now employed. The arrangements are so simple that it is believed that the district officers will be able to provide accommodation for all who are likely to require it, or to provide work for those for whom light out-door employment is more suitable. Moreover, the ordinary public works will be carried on during the rains, and work provided at the ordinary rates for all who will do a fair day's labor. The Public Works Department will be prepared to undertake works to any extent likely to be required after the commencement of the rainy season, and the necessary projects have already been prepared. Establishments will not be reduced until all cause for anxiety is removed. On this subject separate orders will be issued in the Public Works Department.

14. It appears sufficient for the present to open three such poor-houses in the Goruckpore district:—at Goruckpore itself; at Muthora in the Maharajgunge tehsil, where there is a bungalow and an Assistant Collector is located; and at Deoreya, a tehsil head-quarters in the east of the district. For Bustee two will probably be sufficient—one at Bustee, the other at Bansee in the north, where also an Assistant is posted. But the Collectors will be prepared and are authorised to open out more poor-houses wherever the necessity becomes apparent. It is desirable, if possible, that they should not be at any smaller place than a tehsil station, where they can be properly supervised.

15. If the anticipations of the Government are disappointed, and it is found that these arrangements do not provide for all the persons who require aid, the position will be re-considered. But, so far as the local experience of the district officers can be relied on as a guide, the probability is that on the fall of the rains society will revert to its normal state, and these immense demands on Government for support will for the most part cease.

16. The Lieutenant-Governor by no means asserts that the arrangements now contemplated would necessarily be sufficient to meet the extreme emergencies of severe famine when it falls upon the majority of a great agricultural population. Such emergencies unhappily exist in some of the districts of Bengal, but they do not now exist in the North-Western Provinces, nor is there any present reason for apprehending them. Sir John Strachey believes that with a system of *bona fide* public works, for which there is ample room in these districts, supplemented by the establishment of properly-organised poor-houses, with in-door and out-door relief, and the other measures that have been indicated, there can be no danger that help will be refused to any person who really requires it. The Lieutenant-Governor has already stated his opinion, that although the existing relief works were very beneficial when they were undertaken, their character has now changed. The Government will not sanction for a day longer than can be helped the continuance of a system of wholesale and indiscriminate public charity, which, when it ceases to be necessary, not only involves a great and wasteful expenditure of money, but tends to demoralise the people and to inflict serious injury upon the country.

17. There are several other matters of importance which have been already discussed and disposed of. These regard the supply of grain; the sufficiency of private enterprise to meet the wants of the distressed parts of Goruckpore and Bustee; the provision, as a precautionary measure, of stores of grain in certain parts of Goruckpore; advances of tuccavee for seed-grain; and the remission of a portion of the revenue demand. None of these questions give any present cause for anxiety, and they need not be noticed further.

18. The Lieutenant-Governor cannot conclude this resolution without expressing his commendation of the manner in which, so far as his observations and inquiries have enabled him to judge, the relief operations in the Goruckpore and Bustee districts have been carried on. Although he has taken exception to parts of the system which he found in force, the arrangements for organising and superintending the works in progress, and for ensuring the proper treatment of the laborers, appear to the Lieutenant-Governor to have been highly creditable to the officers to whom these difficult duties have been entrusted.

ENCLOSURE II to No. 7.

Extract from Note on the measures adopted for the relief of the poor in the District of Moradabad in 1862, by J. Strachey, Esq.

9. The general principles upon which public charity ought to be afforded are equally applicable to the able-bodied and to the infirm. In both cases it is a great evil that recourse should be had to charity, until no other alternative remains. It is a serious mistake to suppose that every person, apparently unable to work, is a fit object for charity. The evils of indiscriminate private charity are universally admitted. It has been too commonly forgotten that indiscriminate public charity is far worse. The latter has all the evils of the former in an aggravated shape, and it is doubly injurious, because it is a public recognition of a false and mischievous principle. Under the pressure of extreme famine it is true that the difficulty of discrimination may become too great to be contended with, and it is possible that in some districts this may have occurred already. But such cases must be extremely rare, and until distress becomes altogether unmanageable, there can be no reason for the disregard of the obvious principles upon which public charity ought to be administered. The problem, as Mr. J. S. Mill has said, is "how to give the greatest amount of needful help with the smallest encouragement to undue reliance upon it." This is equally true whether relief be given to the infirm in the shape of simple charity, or to the able-bodied in return for labor performed.

10. The principle originally laid down by the Government, that the able-bodied poor should receive relief only in return for labor, was evidently the first essential of a reasonable system. But it is often difficult in practice to draw the line between those who are and those who are not able-bodied. Public works undertaken by the Government cannot, whatever be the scale of operations, give relief to all that require it. This is specially the case when, as at the present time, the chief sufferers belong to the non-agricultural classes. Many are incapable of working on roads or canals who would be able to perform a fair amount of labor if employed in the ordinary occupations to which they have been accustomed. Many are physically unfit for out-door occupations who are well able to perform work of a sedentary kind. This is the case with great numbers of women, and especially with those who have young children from whom they cannot be separated. It is useless to attempt to make people perform work for which they are altogether unfit. Not only is the result failure with respect to them, but they render it impossible to obtain a fair amount of work from the others, associated with them, who are really able, and who might be willing to work. If, for example, there be a hundred applicants for relief, all of whom are capable of performing some kind of work, and out of this number only fifty are really fit for employment in road-making, only those fifty should be so employed. The remaining fifty must be employed in some other way. Even if the employment be unprofitable, the loss will not be so great as it is under the other system.

11. It appeared therefore to the Committee that, to enable them to carry but in a satisfactory manner the principles which the Government had

laid down, they must provide the means of meeting such cases as these of which I have been speaking. There was only one effectual means by which the objects that were aimed at could be attained. This was the establishment of a poor-house, which should at the same time be, strictly speaking, a work-house; and this the Committee proceeded, with the sanction of the Government, to undertake.

12. The distribution of food at public kitchens to all comers in the manner that has often been practised appeared to be open to much objection. No inquiry or discrimination is possible under such circumstances. The separation of the deserving from the undeserving at the time of the distribution of food must always be impracticable. The result of such a system is, that the persons who are really fit objects of charity obtain a much smaller measure of relief than the professional beggars, fakeers, brahmins and impostors.

13. At each tehsilee, and at other places where the distress was great, Sub-Committees were appointed. These usually consisted of the tehsildar, moonsiff, thannadar and respectable native gentlemen of the place. These Sub-Committees were ordered to send to the poor-house at Moradabad all persons who appeared to have no other means of support. It was their duty to supply the means to all such persons on reaching Moradabad, and for giving them food until they were received into the poor-house. All persons unable to walk were sent in by cart or other conveyance.

15. The poor-house was situated in a mango grove of great extent, about half a mile from the city of Moradabad, on the Allygurh road. Good sheds were provided for the paupers' dwellings, workshops, hospital, cooking-places, store-houses, and for all other necessary purposes. The internal organisation will be understood from the details which are given further on.

16. It was necessary at the outset of operations to provide against the admission of persons who were not fit objects of charity. The first essential point was, the observance of the rule laid down by the Government, that relief should ordinarily be given in the shape of cooked food. This rule provides the most valuable check that can be obtained, and it may be safely affirmed that without it no proper system is possible. In the next place it was insisted upon that no persons should receive food who had not first been examined and passed by the Committee. The only exception is made in favor of those who are evidently in actual want of food at the time of examination. They are necessarily relieved upon the spot. As a general rule, all applicants for relief must appear before the Committee the day before they are admitted into the poor-house. Three members of the Native Sub-Committee meet daily for the purpose of receiving and judging of the propriety of all applications. After such enquiry as is possible, the names of those persons who appear deserving of being admitted into the poor-house are entered in a register drawn up in the following form :—

1	2	3			4	5	6		7	8
Date	Number	Name			Father's name	Caste.	Residence		Age.	Rate at which food is given.
		Man.	Woman.	Child.			Zillah,	Pergunnah		

A wooden ticket is given to every person admitted, bearing a number corresponding with that in column 2 of the register, and signed by a member of the Committee. No one can receive food at the poor-house until he presents this ticket.

The next step is to separate those who are fit for light work from those who are utterly helpless. All persons are separated into work who is not physically incapable.

It was as the result of this that it was found that at an average of 1000 persons were admitted into the poor-house.



insisted upon that every one shall work who is able to do so, there is little inducement held out to persons to enter the poor-house who have other means of support. The application for relief afforded upon such conditions is the best evidence of want. On the 31st May 1874, out of 5,920 persons in the Moradabad poor-house, 2,372 were employed in various occupations.

It is not insisted upon that every one who receives relief shall live permanently in the poor-house. The other checks upon admission that have been established have been found sufficient, and on sanitary grounds it would have been unwise to lay this down as a necessary condition. The greater number, however, of the paupers are permanent inmates. It is only those who belong to the town of Moradabad who return in any numbers to their own homes; since the working paupers are obliged to be present at the poor-house during the whole of the day, and as every one is employed who is capable of working, abuses can hardly result from this indulgence.

17. Good huts are provided for all the inmates of the poor-house. Every person has assigned to him his proper dwelling-place. Near each series of huts a space of ground is marked off with bamboos, and within it the food is distributed. For each workshop there is a separate enclosure, with the necessary sheds, within which the work is carried on. At the entrance to every enclosure is placed a board showing the purpose to which it is devoted. A separate range of huts is provided for lepers.

18. The management of all arrangements connected with the preparation of food is left to the native members of the Committee. Cooked food is alone distributed, and at the following rates :—

		Flour.	Dāl.
To adults of both sexes	...	8 chittacks	1½ chittacks.
„ children above 10 years	...	6 ditto	1½ ditto.
„ ditto below ..	...	4 ditto	1 ditto.
„ ditto in arms	...	2 ditto	1 ditto.

The above are the ordinary rates for all non-workers, but to working paupers who may be considered to require a larger allowance of food 10 chittacks of flour and 2 chittacks of dāl are allowed.

The cooking arrangements are of two kinds. For Mahomedans and for all persons who make no objections on the ground of caste (and these form the larger proportion of the whole) the cooking is done by contract. This is found to be the least troublesome and most economical plan. Large ovens are built at convenient spots, and the flour is baked into chupatees, each containing two chittacks. The whole of the food is examined and weighed before it is distributed, and it is assumed that every seer of flour ought to produce one and a half seer weight of cooked food. Every possible precaution is taken, and with proper supervision very little fraud is possible. The contract charge for cooking one maund of flour, together with whatever quantity of dāl is required to be distributed with it, is four and a half annas. This includes all charges, except that for water, which is supplied by bhistees, who are paid servants.

For preparing the food of those classes of Hindoos whose prejudices of caste have to be considered, brahmin cooks and kahars are entertained.

19. No arrangements are more essential than those for ensuring the regular and orderly distribution of food after it has been cooked. The non-working paupers are divided into parties of five hundred. To each of these parties a separate enclosure is allotted, and the arrangements for each are under the supervision of a paid servant. The working paupers are similarly divided into parties of two hundred. For each party a register is maintained. This is a copy of the general register mentioned above, with the addition of columns showing for every day in the month whether each person was present or not at the distribution of food.

The food is distributed between 10 and 12 A. M. The paupers sit down, according to the order of their numbers, in the places assigned to them, each person showing his ticket. They soon learn to take their places without confusion. The man in charge of the register then goes down the line, comparing each person with entries in the register, and after this examination the food is distributed.

Small carts, drawn by hand are provided. In these are carried off, at one time, from the cooking place all the food required for the paupers belonging to

each enclosure. In this manner the food for each party is kept separate, the exact quantity required is delivered at each enclosure confusion is avoided, and a useful additional check is obtained. It is almost impossible, with this system that any one should receive more than his proper share. At the commencement of operations fraudulent attempts were sometimes made to obtain food, but they were always discovered, and it is believed that they can hardly ever be successful.

The registers show the number of persons present every day and the quantity of food distributed in each enclosure. These registers are made up daily, and the totals of the whole show the results for the poor-house generally.

Food is given only once in the twenty-four hours. The general good health of the paupers has shown that there is no necessity for more frequent meals. Hitherto there has been no variation in the diet, except that often different kinds of dāl have, from time to time, been supplied. Persons for whom other food is necessary can obtain it from the hospital. Nearly the whole of the wheat consumed in the poor-house is ground by the working paupers.

20. The working paupers are divided into two parties, each containing two hundred persons, and each having its separate enclosure and sheds. One or more paid servants superintend the operations of each party and instruct the paupers in their work. Much of the work of superintendence is, however, done by inmates of the poor-house itself. All working paupers are expected to be present in the places assigned to them at 6 o'clock every morning. They work till 11 A. M. They then rest for about two hours, and during this time they receive their food. They then again work till 4 P. M., when the employment for the day is ended. In the morning each person has a certain task allotted to him. Thus, in the rope manufactory, a certain quantity of *babur* is given to each person sufficient for the day's work. Each woman employed in spinning receives in the same way a basket containing cotton wool, which she is expected to return in the evening spun into thread.

21. The following statement shows the nature of the work carried on in the poor-house on the 31st May and the numbers employed :—

NATURE OF WORKS.	Men.	Women	Children.	TOTAL
Cotton-spinning ... ..	...	414	..	414
Cloth and newal manufacture	28	16	5	49
Durree do do.	9	15	...	24
Rope-making	445	302	213	960
Grinding coin	1	302	...	304
Road-making	237	33	47	317
Building sheds and occupations connected with poor-house	276	28	...	304
TOTAL	996	1,111	265	2,372

22. These operations were undertaken without any idea of profit, and even if they had been carried on at a loss, they would not the less have been expedient. But in a merely economical point of view the results have been very satisfactory. It is not possible for me at present, to give detailed accounts of expenditure and receipts, but the following statement is believed to be approximately correct. It will serve to give an idea of the results of the operations carried on during the month of May. It must be understood that this statement shows only the expenditure incurred in the workshops. The whole of the charges for feeding the paupers employed and for the ordinary expenses of the poor-house are separate. It would equally have been necessary to maintain these paupers had no work been performed; consequently the last column of the following statement represents a real, and not an imaginary, profit. As, however, a considerable part of the articles prepared were not actually sold during the month, but were in store on the 31st May, the entries in columns 5 and 6 are subject to future correction. There is no reason for supposing that the receipts will be less than the amount given in the statement; but should they fall below the estimate, it will not the less have been shown that,

even on purely economical grounds, the employment of the pauper is desirable. We may consider that during the month of May the expenses of the poor-house were less by Rs. 712-1-3 than they would have been if no work had been carried on.

Statement showing the Expenditure and estimated Receipts on account of the Moradabad Work-house for May 1861.

1	2	3	4	5	6
NATURE OF EMPLOYMENT.	Articles prepared or work performed.	Quantity of articles prepared.	Expended on account of work-house for raw materials, &c.	Estimated value of articles prepared.	Estimated profit.
		Mds. S. C.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Rope-making	Rope	475 9 12	494 15 2	768 2 8	273 8 1
Cotton-spinning	Cotton thread ..	28 88 5½	396 1 0	481 2 6	85 1 6
Durree-making	Durrees ..	48 in No.	32 14 8	48 8 0	15 9 9
		S. C.			
Newar-making	Newar	24 7	10 1 10	10 9 0	0 7 2
Cloth-making	Coarse cotton cloth	75 p.eces.	43 8 3	47 8 8	4 0 0
Grinding corn	Flour ..	..	8 12 5	148 4 2	139 7 9
Road-making, &c.	Repairs to road and earth-work.	..	4 12 0	199 0 0	194 4 0
TOTAL ... ..		...	990 11 11	1,702 13 2	712 1 3

23. The difficulty is great of carrying out proper measures of conservancy in an Indian poor-house when the number of paupers is large. For this respect everything has been done that was possible. The necessary establishment of sweepers has been maintained, and all practicable care has been taken for the removal of filth and for the prevention of disease. The paupers received clothing whenever it appeared necessary. This point is one of much importance on sanitary grounds, and the destruction of the filthy rags in which the paupers are clothed on their admission into the poor-house must often for the same reasons be insisted on. The sanitary state of the inmates has upon the whole been good.

24. Separate sheds have been set aside for the hospital and dispensary, and the necessary establishment has been maintained for their supervision.

25. The cases have not been numerous in which it has been necessary to make permanent provision for the support of orphan children. It appeared to the Magistrate that there was only one legitimate manner of disposing of such cases: this was to make over the children to respectable persons of their own faith who were willing to receive them, taking of course every care and precaution that was possible. No difficulty has been experienced in finding charitable persons who are glad to undertake this duty, and who are fit to be entrusted with it. Seven children were thus provided for up to the end of April 1874.

26. It only remains to notice the system that has been adopted for the relief of respectable women who cannot appear in public, and who consequently cannot receive food at the poor-house. There are no cases more difficult to deal with than these; not only is there the difficulty of guarding against abuses, but there is often the still greater difficulty of conveying relief in an acceptable form to the persons who are known to be in want of it. Women of the upper classes will only receive charity when all publicity is avoided.

It is not sufficient that they should not themselves be expected to appear in public. If they believe that the fact of their receiving charity is publicly known and talked about, that their names are entered in public registers and their cases publicly enquired into, they will often prefer to die at home rather than ask for relief. When the members of an infamous tribe, like the Goojurs, suspicious of our motives, because conscious of their own criminality, deliberately refuse the relief which is offered to them, it may be questioned whether we ought for their benefit to break through the principles which have been laid down for administration of public charity. For my part I see no propriety in holding out to a tribe which is a curse to the country, and whose sole serious

occupation is crime, advantages which we cannot attempt to give to the honest and industrious poor. On this question opinions may differ, but all will agree that there are no people more deserving of our sympathy than these poor women, who are compelled, through no fault of theirs, to suffer in silence at their homes the privations of a time of famine.

27. The management of the system of relief in these cases was entrusted by the Committee to Syud Ahmed Khan, the Principal Sudder Ameen of Moradabad. This gentleman, of whose admirable services I shall again speak further on, devoted to this duty the utmost care and intelligence. The results have been most creditable to him, and the objects that were arrived at have been attained in a manner that appears thoroughly satisfactory.

Lists were in the first instance prepared from the best procurable information showing all the respectable women who were in urgent want of assistance and who could not appear in public. These lists were carefully examined and checked by Syud Ahmed Khan. In the interior of the district the tehsildars and moonsiffs gave their assistance.

28. To guard against abuses in the administration of out-door relief to this class of women the utmost vigilance is necessary.

One of the most useful checks which can be adopted is the application of the principle which has been found so important in other parts of the relief system, that charity shall be as far as possible only afforded in exchange for labor. It is considered that a woman is able to spin daily without much difficulty one chittack of cotton wool, and that an allowance of one anna per diem will provide her with sufficient food. A supply of cotton, enough for eight days' work, is enclosed in a small basket, and this, with eight annas in money, is sent to every woman who receives this kind of relief. After eight days have elapsed a second basket with eight annas more is sent to her, and before delivering it the first basket is taken back, filled with the thread into which the first supply of cotton has been spun. It was found impracticable, without frustrating some of the chief objects in view to distribute daily the cotton and the wages for each day's labor. Thus, each woman receives an allowance in advance sufficient to maintain her eight days. Under the careful supervision of Syud Ahmed Khan the system has worked admirably; no difficulties have been experienced, and it is believed that no abuses of importance can have occurred. Relief has thus been given to a large number of women without any publicity, and without the least offence to their feelings. Women who are considered to be incapable of any work receive an allowance of nine pie per diem. This sum has been sufficient at the prices which have prevailed since the system was introduced to afford the means of subsistence, and the lower rate of allowance to women who perform no work provides a useful check.

29. On the last day of May 1874, out of 1,105 women, 1,020 received relief in exchange for work and only 85 were unemployed. The results in an economical point of view have also been very satisfactory, as will be seen from the following statement of the operations carried on in April and May 1874:—

MONTH.	Number of women receiving relief.	Average number of women each day.	EXPENDED			Quantity of thread prepared during the month.	Estimated value of thread prepared during the month.
			In money allowances to women relieved.	On purchase of raw materials, &c., for work.	TOTAL.		
			Rs. A. P.	Rs. A. P.	Rs. A. P.	Mds. S. C.	Rs. A. P.
April	12,548	419	768 15 6	236 12 8	1,000 11 9	16 34 4	433 15 0
May	31,613	1,020	1,940 8 9	676 6 0	2,616 9 9	44 38 15	1,168 12 9

Thus, nearly 43½ per cent. on the expenditure was recovered in April and nearly 44 per cent. in May.

No. 8.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 3419 S.-R., dated 28th May 1874.

In continuation of my letter No. 3267 S.-R., dated the 21st May 1874 (not printed), I am directed to report, for the information of His Excellency the Governor General in Council, that no further known cases of deaths from starvation have been reported to Government during the last week.

2. The four deaths referred to in my letter above quoted have been the subject of inquiry, and it now appears that none of these cases can properly be called famine deaths. All these persons had been for some time in the receipt of relief in hospital before their deaths, though it is possible that their illness may have originated from previous privation. The number of known deaths actually due to starvation is therefore 22, as reported in Mr. Mackenzie's letter No. 2968, dated the 7th May 1874.

No. 9.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 3443 S.-R., dated 29th May 1874.

I am directed to submit copies of a minute by the Lieutenant-Governor regarding distress in the Julpigoree district of the Cooch Behar Division, and of a letter addressed to the Commissioner, recapitulating the orders which have been given on this subject.

ENCLOSURE I TO No. 9.

Minute by the Hon'ble Sir Richard Temple, K. C. S. I., Lieutenant-Governor of Bengal, on distress in the Julpigoree district of the Cooch Behar Division, dated Monghyr, the 28th May 1874.

Some distress having recently broken out in the Julpigoree district in the Cooch Behar Division, I desire to record briefly what has been done :

2. The territory is divided into two parts, east and west, by the river Teesta. On the east side of the Teesta is the State of Cooch Behar and the Buxa Dooars incorporated in the Julpigoree district. On the west side of the river is the remainder of the Julpigoree district.

3. Originally the Julpigoree district, with a population of 418,665 souls, was not reckoned among the distressed districts at all. It was known to have had a 10-anna yield of the rice crop—its main staple; its supplies of grain were such that up to nearly the end of April it was exporting considerably to the nearest corners of the Purneah and Dinagepore districts. The State of Cooch Behar has had a good rice harvest, and has exported grain to the nearest portions of the Dinagepore and Rungpore districts. In the Dooars, also, there was not any failure of crops.

4. To this satisfactory description there has, however, always been one exception. In the southern corner of the Julpigoree district there is a tract known by the name of *Boda*, which, though British territory, is the private estate of the Cooch Behar Rajah. This tract adjoins some of the distressed portions of the Purneah district (Kishengunge) and some distressed parts of the Dinagepore district (Raneeshonkol). This tract had a very poor rice crop, and some time ago the Cooch Behar State, under British management, arranged to store grain there. Whatever grain has been purchased by the State of Cooch Behar has been, not for Cooch Behar itself, but for the Boda zemindarees in Julpigoree.

5. Up to the middle of May 1874, however, the local authorities appeared confident that in the main part of the Julpigoree district distress would not occur, though there was anxiety from time to time about the exportation of grain from the district, chiefly in the direction of the Purneah district, and certainly there was nothing in the outturn of the harvests to create, or even to justify, such an apprehension.

6. On the 17th May 1874, however, and on subsequent dates, the Commissioner sent reports of prices suddenly rising to famine rates; of a tendency to panic in the grain markets; of a growing fear of short supply; and of several acts here and there of violence by villagers and others against the possessors of stocks. It certainly seemed that there must still be some stocks of grain in the district, but that the possessors would not bring it out for sale, preferring to hold it in the expectation that things might become worse. The prevalence of any such impression was calculated to aggravate distress.

7. I immediately directed the Commissioner to make use of the stocks already stored in Boda (as just described) for the assistance of the district generally; to take the grain in the nearest grain depôts belonging to the Northern Bengal State Railway; to offer advances in cash to local traders; to bring up rice from the large Government grain depôt at Kaleegunge on the banks of the Brahmapootra, whither our stores are sent by steamers; and to notify to those who might be under any influence of panic that Government stores would soon arrive, that things were not likely to grow worse, and that therefore the holders of grain need not hesitate to bring it out for sale. In order to make good the promise that Government supplies would arrive, I ordered 50,000 maunds (nearly 2,000 tons) of grain to be immediately sent by carts from the Kishengunge depôt (in the north of the Purneah district), whereby succour would reach Julpigoree from the south-west, and I have since heard of the despatch of this quantity with a promptitude creditable to the Purneah officers. I also ordered 40,000 maunds (1,500 tons) to be sent by the Teesta river route from the south-east. I believe that the supplies on the spot will last quite well till the succour arrives from without.

8. I have appointed additional officers to join at Julpigoree immediately, both for relief and for public works. Meanwhile, the necessary relief works have been opened by the Commissioner instantly on the first symptom of trouble.

The supply of grain in the Purneah district, generally, is ample for all present needs. But the Kishengunge depôt must be immediately replenished, as the distress about there has become worse (apparently from the trouble in Julpigoree, as one neighbourhood acts and re-acts on the other). This can be done easily from the other depôts of the district, and the opportunity will be taken of testing the value of the reserve of pack ponies retained in that district for emergent service anywhere.

I think we may rely on the promptitude and thoughtfulness of the Commissioner of Cooch Behar, Sir William Herschel.

ENCLOSURE II TO No. 9.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Commissioner of Cooch Behar, No. 3464 S.-R., dated 29th May 1874.

I am directed to acknowledge the receipt of your letter No. 2 S.-R., dated the 17th May 1874 (not printed), reporting upon the prospects of the Julpigoree district and the Dooars, and the measures you proposed to avert distress therefrom.

2. By the Lieutenant-Governor's telegram of the 18th May you were informed that, if distress was imminent in Julpigoree, circles and sub-circles might at once be started in the distressed tracts, that tank-work might be undertaken, and that, if trade supplies were deficient, you might authorise the immediate sale of the grain stored on behalf of the Cooch Behar State. You were also authorised to indent, if you found it necessary, for further supplies from the Government stores in Rungpore, Purneah, and on the Northern Bengal Railway, where your requisitions would be complied with. It was especially pointed out to you, in case emergent necessity should arise, that some golahs of the Northern Bengal Railway were within a few miles of the south of Julpigoree.

3. On the same day, as you were also informed, the Magistrate of Purneah was directed at once to arrange for pushing on 50,000 maunds of grain to Titalya as fast as possible, forwarding, if he could manage it, at once what quantity was readily available in his more northerly golahs.

4. Further, on the 28th May 1874 the Lieutenant-Governor issued orders directing the Magistrates of Purneah and Dinagepore to carry their relief operations, especially the sale of grain, in their districts close up to the borders of Julpigoree. Of these orders you were also apprised by telegraph on the same day, and you were requested not to give advances to traders to buy in other districts, but to induce them to take advances of Government grain from the stores at Kalligunge in the Rungpore district on the bank of the Brahmapootra, at rates such as you might recommend to cover cost of transport, and as would enable them to sell at a reasonable retail price in Julpigoree. To meet the requests of Julpigoree, 40,000 maunds of Government grain, over and above the Rungpore allotment, either have been despatched or are under despatch from Goalundo to Kalligunge. You were further requested to announce to the people at large that a supply of Government grain had been ordered and might soon be expected to reach the district.

5. You were also informed that the extension of the Northern Bengal Railway beyond Julpigoree, which would afford ample employment to people in need of relief, had been sanctioned. Major Lindsay was at the same time requested to begin work on the railway bank beyond Julpigoree as promptly as possible, so as to afford relief to any distress that might unexpectedly break out in the district. The Lieutenant-Governor has learnt by telegraph from Major Lindsay that an engineer has been told off for this duty, and that Major Lindsay himself is at Julpigoree superintending the work.

6. Having thus recapitulated the arrangements which have been made, mainly by telegraph, to guard against distress in the tracts to which your report under acknowledgment refers, I am only to add that the Lieutenant-Governor now further directs that Government grain may be sold to the public wherever it is found necessary, directly a supply reaches the district in sufficient quantity to warrant such a course. The rate for such sales should be a rupee for 12 seers of cleaned rice, plus a small percentage to give the cost of transport from Purneah and Rungpore. The price for partially husked rice should be so much cheaper according to the proportion of husk in the rice.

7. Next, you are particularly to arrange for all relief laborers being paid in kind immediately on the receipt of the stores. You are to avoid paying in cash wherever you can pay in kind. Lastly, you are authorised to advance grain (but not cash) to cultivators on your being satisfied of the need of the applicant and of the reasonable probability of his making repayment hereafter.

8. To reinforce the staff of the Julpigoree district the Lieutenant-Governor has made the following arrangements:—

- (a).—He has agreed to your taking temporarily from Cooch Behar the services of Mr. Beckett, or of Mr. Renny, or of both.
- (b).—You already have the services of Mr. Bradbury, c. s., who is now almost exclusively engaged on relief work.
- (c).—Major Thorold, Assistant Engineer, and one overseer, are under orders for Julpigoree. A second Public Works Department subordinate will be sent as soon as possible.
- (d).—Mr. Dalrymple Clark, Assistant District Superintendent of Police, has been transferred to Julpigoree.
- (e).—Mr. Nedham, a civil officer of some eight years' experience in the police and the Central Provinces' Commission, has been ordered to Julpigoree.
- (f).—You have been authorised to entertain locally native subordinates for minor posts in relief circles or at grain golahs.

No. 10.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 36, dated 2nd June 1874.

We have the honor to transmit herewith the Eighteenth Special Narrative of the Famine in Behar and other parts of Bengal for the fortnight terminating on the 15th ultimo.

2. This narrative is satisfactory, and illustrates the careful attention which has been paid to the subject. It is, however, to be regretted that it does not, however, appear to require further comment.

3. Subsequent to the receipt of this Narrative various items of intelligence have been communicated to us by telegraph by Sir R. Temple. On the 29th he informed us that the Commissioner of the Bhagulpore Division had reported by telegraph that a grain riot had occurred at Mynagoree, and that he had asked for the aid of the military, a course which, as the local police force was weak, the Lieutenant-Governor had approved—that particulars of the riot, in which two of the rioters were said to have lost their lives, had not been as yet received, but that no subsequent violence had occurred, and that the place was reported quiet.

4. On the same date he reported that a sudden deficiency of grain had arisen at Serajgunj, on the Brahmapootra, in the Pubna district, but that prompt steps had been taken for the supply of Government grain and for meeting the contingency of the failure of the private importations on which the locality depended; that further distress was showing itself in Beerbhoom, and that two relief officers and an additional supply of Government grain had been sent thither, and lastly that, thus far, the arrangements for relief and supply in Julpigoree (referred to in the Narrative, para. 15, & Appendix H) were proving successful.

5. The latest price current for Bengal (which with the usual crop and weather report we enclose) exhibits a general rise (very marked in Chota Nagpore) throughout the province, except in Behar, where prices may be said to show, if anything, a temporary downward tendency.

6. Since the crop report above referred to was published, a material change for the better has taken place. On the 29th Sir R. Temple telegraphed that good rain had been general north of the Ganges, but only partial south of that river, that the average fall had been $1\frac{1}{4}$ inches in North Behar and 3 or 4 inches in the north of the Rajshahye Division, and that the fears of agriculturists had been much allayed, although some anxiety still existed.

7. Our latest accounts,* which for the most part are up to the 30th ultimo, show that there has been more or less rain in almost every district in Bengal, and that on the whole the prospects of the early crops are at present favorable. Eastern Tirhoot is an exception. The Lieutenant-Governor telegraphed yesterday from Hathi that no rain had fallen in that neighbourhood for five weeks, that the heat was very great, and agricultural prospects not good.

8. Private trade from the Punjab and North-Western Provinces still continues very active near the railways and great rivers, and we are happy to be able to report that the Patna station, where a serious block (noticed in paragraph 4 of our despatch of the 22nd ultimo) had occurred, is now clear, and that a new siding calculated to facilitate greatly the inward traffic has been completed and opened at that station.

9. Referring to paragraph 6 of the above-mentioned despatch, we may remark that the Lieutenant-Governor is in communication with the Resident of Nepal, in view to supplying to the authorities of that State such grain as they may require; and that, to assist them further, he has authorised sales of Government grain at all the depôts along the northern borders of Tirhoot and Chumparun to any Nepalese who may desire to purchase food at these places.

10. From the enclosed letter from the Government of Bengal, your Lordship will observe that no more deaths from starvation have been reported, and that the four last brought to notice are not considered on further inquiry to have been famine deaths, properly so called. This would therefore reduce the total of proved deaths to 22.

11. The usual weekly report on the state of the crops and people in the North-Western Provinces, which is enclosed, shows that prices remain stationary, that the numbers on relief works are being reduced, and that advances for the purchase of seed-grain are being made where necessary.

No. 11.

Letter from C. J. Lyall, Esq., Under-Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of the North-Western Provinces, No. 1951, dated 6th June

of the North-Western Provinces under date the 16th idem on the subject of the measures to be adopted for the relief of distress in the Goruckpore and Bustee districts.

2. In reply, I am desired to recognise the personal attention which His Honor the Lieutenant-Governor has given to the condition of the people in those districts, and to say that the Governor General in Council approves of the orders issued and the views expressed by His Honor. It is, as observed by His Honor, not necessary to adopt in their entirety in the North-Western Provinces the measures which have been taken in order to meet the greater distress which exists in parts of Behar and Bengal, and the Government of India rely upon the Government of the North-Western Provinces to meet the requirements of the districts affected by scarcity as they arise.

3. I am, however, to observe that it seems possible that in consequence of the measures now reported, some of the people who have hitherto been able to support themselves by the wages received for work on the Goruckpore and Bustee relief works may emigrate to Chumparun and Sarun, the neighbouring districts of Bengal. If this takes place, the difficulties of the Bengal officers may be much increased. I am therefore to say that, should such emigration set in to any considerable extent, the Government of India trusts that His Honor the Lieutenant-Governor will take timely measures for giving the people of Bustee and Goruckpore employment near their own homes.

No. 12.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 37, dated 9th June 1874.

Since we last addressed your Lordship on the 2nd of June on the subject of the famine in Behar and other parts of Bengal, we have, as already reported by telegraph, received intelligence of good rain having fallen in most districts, except in south-east Tirhoot, and even here an inch of rain fell on the 6th, which, although it may not materially improve the prospects of the low-land rice crops, will have beneficially augmented the local water-supply, the growing deficiency in which was becoming a source of some anxiety.

2. Generally the agricultural prospects of the distressed districts appear favorable, except in the case of rice sown in low-lands, wherein some failure is apprehended.

3. We enclose copies of our latest detailed district accounts mostly up to the 6th of June, as also the usual weather and crop reports for the week ending the 30th May.

4. We also enclose the return of prices current in Bengal, which, while exhibiting minor fluctuations, such as are customary, does not indicate any material change in prices since we last wrote. On the whole prices in Behar seem still to show a slight downward, and in the rest of Bengal (excluding the Western Districts) an upward, tendency.

5. On the 5th Sir Richard Temple reported that he had investigated the Tirhoot grain supplies with the aid of the several sub-divisional officers; that he found the total allotment barely sufficient for the whole district, but that additions could be arranged for; that he had been obliged to strengthen Mudhobunnee, by transferring thither twelve thousand tons from Seetamurhee, where there was less distress, and that he had conferred with the Collector about the Chumparun supply, which might prove more than sufficient. He added that "the laborers are leaving the relief works for agriculture and private employment; sales of grain to the public are increasing; advances are being made to the ryots after inquiry, village by village; the zemindars are giving security and generally behaving well. I have visited many relief circles, and am satisfied that our organisation reaches every village. The relief establishments are complete. There is much evidence, official and non-official, as to the improved appearance of the people since our relief operations commenced."

6. The Bengal special weekly report shows that no more cases of death from starvation have as yet been certified; the total of proved deaths therefore remains, as before, 22.

7. The usual return of prices current and report on the state of the crops and people of the North-Western Provinces are enclosed. Prices with trivial fluctuations are, it will be observed, remarkably steady; the only important crop now on the ground, *viz.*, sugarcane, is doing well; rain has already fallen in many places, and the numbers on relief works are steadily decreasing, chiefly in consequence of the able-bodied men leaving to commence cultivation. On the whole everything appears for the present to be progressing as favorably as could be expected.

No. 13.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 39, dated 16th June 1874.

The Nineteenth Special Narrative of the Famine in Behar and other parts of Bengal, for the fortnight ending the 11th current (copies of which we now have the honor of transmitting for your Lordship's information), sufficiently explains the position of affairs connected with the famine, and seems to require no special comment from us.

2. Since this Narrative was written we have received copies (which we enclose) of a report and telegram from the Commissioner of Cooch Behar, giving a somewhat fuller account of the grain robberies of the Mynagoree Dooars, and generally giving more favorable accounts of the condition and prospects of the people in the Julpigoree district than we had previously received.

3. We have in former despatches reported the application of the Nepalese Government to be permitted to buy rice from our depôts to the value of two lakhs of rupees, and our having agreed to supply at cost price such quantity as the Lieutenant-Governor felt he could safely part with. We may now state that we have intimated our willingness to permit Nepal to postpone its payments for such rice as it may obtain from us until a more favorable season, as owing to the failure of the harvest in the Terai, a considerable portion of the revenue has not been collected this year.

4. Partly in view to possible demands on us from Nepal, and partly as a precaution against any unforeseen increased expenditure of Government grain in sales to the public, we have during the past week sanctioned the despatch to Durbhunga of 11,000 and Moozufferpore of 3,666 tons of rice in excess of the allotment last reported.

5. The latest price current up to the 6th June shows that prices have not altered very materially during the week under report. Common rice is rising in Calcutta and its neighbourhood* and in some of the Eastern districts,† but it has fallen in almost every district in Behar and Chota Nagpore, and the fluctuations in the prices of other food-stocks are only such as always occur at this season.

* Burdwan.
Hooghly.
Howrah.

Calcutta.
24-Pergunnahs.
Nuddea.
Jessore.

† Backergunge.
Chittagong and Hill Tracts.
Noakhally.
Tipperah.

6. The most recent accounts that have reached us of the progress of agricultural operations in Bengal, and which are mostly up to the 13th, are, as your Lordship will observe from the enclosed Supplementary Report, of a favorable nature; indeed, in the majority of the districts it would seem that as yet the weather and prospects of the crops are all that could be desired.

7. From Bengal we are informed that no more cases of deaths from starvation have been reported.

8. From the North-Western Provinces our accounts continue encouraging. The latest report on the state of the crops and people, which we enclose, shows that a fair commencement of agricultural operations has been made in most districts, that prices are steady, with a slight downward tendency on the whole, and that the numbers on the few relief works now open are diminishing. The Viceroy has received from Sir George Grey a report of the condition of the districts under his command, and the pro-

No. 14.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 4030 S.-R., dated 20th June 1874.

I am directed to submit, for the information of the Government of India, copy of a correspondence noted in the margin, having reference to a statement in the *Friend of India* newspaper relative to the alleged influx of starving immigrants in the Hooghly district from Behar.

No. 3343 S.-R. of the 25th May 1874, to the Commissioner of Burdwan.

No. 109 S.-R. of the 13th June 1874, from the Commissioner of Burdwan.

ENCLOSURE I TO No. 14.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Commissioner of Burdwan, No. 3343 S.-R., dated 25th May 1874.

I am directed to ask that the Magistrate-Collector of Hooghly may be called upon to report what he knows, or after inquiry can learn, regarding the alleged immigration of starving Beharees into Hooghly, to which reference is made in the annexed extract from the pages of the *Friend of India*.

ENCLOSURE II TO No. 14.

Extract from "Friend of India," dated 23rd May 1874.

As we write we receive this communication from a village within a few miles of Pundooah, the old Mahomedan city of Hooghly, now a railway station, which fever has desolated :—"There is at present a rush of starving people from Patna and Arrah towards Calcutta; I hear that gang after gang pass through Pundooah every day. Within the last two days some 25 starvelings came to me for relief, and they received it from the fund at the disposal of the Sub-Committee here. Many of them are on their way to Calcutta, and others are wandering about the district in quest of food. If they are suffered to wander about in this way, I am afraid many of them will die away within a short time." The experience of the famine of 1866 is thus beginning early in Hooghly.

Endorsement by the Government of Bengal, No. 3344 S.-R., dated 25th May 1874.

Copy, with copy of the foregoing extract, forwarded to the Magistrate-Collectors of Patna and Shahabad, with a request that they will report through the Commissioner of Patna whether they have heard or can learn anything of such emigration of starving people from these districts into Western Bengal. It is true that prices in Patna city are at the present moment lower than in Hooghly town, but Barrh and Behar prices may not be so. And regarding both districts the Lieutenant-Governor has apprehensions lest, at a time of scarcity and high prices, there may be persons in remote villages of the worst tracts who suffer grievously from want. Are the Magistrates of Patna and Shahabad satisfied that such cases are sought out, found and relieved wherever they occur? if so, on what foundation do they build such satisfaction?

ENCLOSURE III TO No. 14.

Letter from C. T. Buckland, Esq., Commissioner of Burdwan, to the Officiating Secretary to the Government of Bengal, No. 109 S.-R., dated 13th June 1874.

I have the honor to acknowledge the receipt of your No. 3343 of 25th ultimo, and to submit, for the information of Government, copy of a letter, No. 126, dated 6th instant, from the Collector of Hooghly, satisfactorily exposing the untruthfulness of the statement contained in the extract from the newspaper, the *Friend of India*, dated 23rd May 1874.

ENCLOSURE IV to No 14.

Letter from B H. Pellew, Esq., Officiating Magistrate and Collector, Hooghly, to the Commissioner of the Burdwan Division, No. 126, dated 6th June 1874.

In reply to your No. 132 S.-R., dated 28th May 1874, I have the honor to state that previous to the appearance of the letter in the *Friend of India*, I had received a letter from the Revd. Jogadishwar Bhattacharjee, the well-known missionary of Mahanad, which is a duplicate of that which appeared in the *Friend of India*.

2. That large numbers of up-country men, chiefly from Burdwan, but also from Behar, the Upper Provinces, and all parts of India, pass up and down the old Benares road and the Grand Trunk Road at all times of every year, except in the rains, is a fact well known and often reported. They chiefly consist of persons going to, or returning from, Calcutta, where up-country men are extensively employed on business, or as syces, grass-cutters, durwans, &c, &c., or are daily laborers, but these latter come from Bankoora, Burdwan, Beerbhoom, and the Sonthal and Chota Nagpore territory almost exclusively. Besides these, there are numerous gangs of gypsies, fakeers, gossains, pilgrims, and mendicants. That amongst these large numbers, individuals, or even gangs, are likely occasionally to run short of money or food, is a matter which also has received attention; and at the commencement of high prices in this district, I caused to be organised at every 8 miles on the principal roads, small serais, where a meal could be given to any traveller in want of one.

It appears that during the month of May, 68 meals and a night's rest have been given to travellers who had run short of money at the Pundooah relief-house, which is situated on the Grand Trunk Road, about 10 miles from where it enters this district from Burdwan.

This must be considered a small number when compared with the numbers of travellers, and as a chowkeedar is constantly stationed to intercept persons and inquire as to their needs, it appears to me to show (considering that prices are so much higher here than up-country, and that travellers may very easily miscalculate their expenditure) that most of the travellers are in a good condition.

With these preliminary remarks, I now turn to the special statements made in the letter.

Baboo Jogadishwar Bhattacharjee lives at a distance of 6 miles from Pundooah and the Grand Trunk Road. He only states that he hears that gang after gang of starving people pass Pundooah every day towards Calcutta, and that in two days twenty-five starvelings came to him for relief at Mahanad, where he is in charge of a relief sub-committee.

On the 19th April I drove from Hooghly to Pundooah, 16 miles, all along the Grand Trunk Road, and though there were the usual amount of pedestrians, there was no distress. On the 12th May I again drove as far as Khonyan on the Grand Trunk Road, within six miles of Pundooah, and observed no distressed persons. Smaller distances along the Grand Trunk road I have been frequently without observing any distressed wayfarers; and yet all distressed persons who passed through Pundooah must have come in still greater distress along the Grand Trunk Road, which goes right through the town of Hooghly.

The District Superintendent of Police states as follows: "That gangs of up-country men pass Pundooah along the Grand Trunk Road is perfectly true; and this may be seen in every month of the year. But I must say I have not heard a rumour of a starving gang of persons wandering about the district in search of food.

"On receipt of Baboo Jogadishwar Bhattacharjee's letter addressed to myself, I ordered the police to inquire about the 25 who had been relieved at the Mahanad sub-committee centre. It appeared, however, that all had gone on to Calcutta and had not been traced. Orders were at the same time issued, together with copies of the letter, to all the police in the district to look out for such gangs and relieve any that were found; but none such have been found.

"I am inclined to think that the 25 men, who are not spoken of as one gang who took pice from the Baboo, were of the ordinary class of professional travelling mendicants, who had chosen the line of the Mahanad road rather than the Grand Trunk Road as less hunted ground.

"Possibly, if the Baboo had had only rice to give away, they would not have troubled him.

"At all events, it is perfectly certain that no gangs of starving people are at present coming down the Grand Trunk Road, though occasionally individual passengers are found who are glad to get a meal and a night's rest at the serais established for those purposes. No such event could possibly occur without its being immediately known to me, and I hope that Government will rest satisfied with this positive assurance."

No. 15.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 4100 S.-R., dated 22nd June 1874.

With reference to your letter No. 1742, dated the 16th ultimo, I am directed to submit for the information of the Government of India, copy of a communication* from the Engineer-in-Chief of the Northern Bengal State Railway, reporting certain facts in connection with the allegations made in Mr. Bashford's petition to the address of His Excellency the Viceroy.

* No 824, dated 20th June 1874.

ENCLOSURE TO No. 15.

Letter from Major J. G. Lindsay, R.E., Engineer-in-Chief, Northern Bengal State Railway, to the Secretary to the Government of Bengal, No. 824, dated 20th June 1874.

With reference to No. 3326 S.-R. of 25th May, I have the honor to report that the total number of imported coolies, including Bengalees who have only come from the other side of the Ganges, at work in the Rajshahye district is about 800; in addition to this, about 1,000 Dhangars have been at work on the railway, but they are men who live in the district, and who in ordinary times do most of the hard labor in the country.

The greater part, I may say almost all, of the imported coolies and the Dhangars above-mentioned have lived in huts close to the line. The coolies employed on the line have as a rule remained on it, and not migrated from it to other works. As soon as the price of rice reached 12 seers per rupee, Government sales began at that rate; but in the southern portion of the Rajshahye district in the neighbourhood of the railway there has hardly been a symptom of distress, and our sales of rice have been very small considering the number of people employed.

I can only speak of that portion of the Rajshahye district through which the railway runs, but as regards that, I can say that the engineers have constantly reported from the beginning of operations that not one symptom of distress has appeared. Offering liberal wages and rice at 12 seers per rupee, still we could not obtain nearly the number of work-people we wanted; well off and independent, they worked only when it suited them.

I am not guided alone by the reports of others in this matter; I have spent the whole season nearly in marching about the district, and have spent a considerable time in Rajshahye itself, being brought in contact with the ryots perhaps as much as any official or even planter in the neighbourhood. I may therefore claim to be able to give an opinion as to the distress or otherwise of the people.

No. 16.

Despatch from the Governor General in Council to Her Majesty's Secretary of State for India, No. 41, dated 23rd June 1874.

No change in the position of affairs has occurred since we last addressed your Lordship on the 16th instant in regard to famine matters.

2. The rains appear now to have set in everywhere, and the prospects of the future crops continue favorable.

3. Prices still exhibit a downward tendency in Behar; elsewhere, with trifling fluctuations, they have remained stationary.

4. As might be anticipated, the commencement of the rains has reduced the activity of private trade. During the week ending the 18th of June, only 7,738 tons of private grain were carried by the East Indian Railway into the distressed districts, being 1,900 tons less than in the preceding week.

5. The steamers and barges sent out from England for famine work are being rapidly put together, and most of them, if not all, will, it is believed, be ready for service by the 15th proximo.

6. One further death from starvation is reported, making the total of proved deaths up to 23.

7. In the North-Western Provinces, ploughing and sowing is progressing favorably in most districts; Indian-corn and millets are rising somewhat, but there has been no material change in prices.

8. Unless something of moment occurs, or some unfavorable change takes place, we propose after next week to substitute fortnightly for these present weekly despatches.

No. 17.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 42, dated 30th June 1874.

We have now the honor of submitting the twentieth Special Narrative of the Bengal Famine for the fortnight ending the 25th of June.

2. The Lieutenant-Governor, as will be observed, has devoted this past fortnight to visiting the more or less distressed districts of North-Eastern Bengal, and his account of their present condition and prospects is satisfactory.

3. From Behar and other parts of Bengal where distress had shown itself, or had been seriously apprehended, the reports are no less favorable; and generally it may be said that up to the present time the exertions of Government to avert the worst severities of famine have been successful, and the season most propitious.

4. Outbreaks of distress must from time to time be expected, but independent of the local stores (the outgoings from which are most carefully watched) which already exist wherever there is any probability of want, the summer floods have opened out a network of channels through which food from our reserves can be most widely distributed if necessary, while the Durbungah Railway, which we only counted on as a fair-weather resource, still, as we learn from a telegram from Sir Richard Temple who travelled up it yesterday, continues, despite the rains, in working order.

5. On page 3 of the Narrative certain arrangements are detailed for increasing the reserves of Purneah, Moorshedabad, and Sonthalia; and in connexion with this we may mention that we have subsequently, on the recommendation of the Bengal Government, sanctioned the despatch from our reserve

here of an additional 5,000 tons* to Sahibgunge for the supply of these districts.

* Or more exactly 5,233 tons.

6. The subject of the supply of rice to Nepal has on several previous occasions been notified in our despatches. We are glad to be able to inform your Lordship that the Nepalese Government, on account of the improved prospects of the coming crops, do not require any further assistance from us.

7. Prices throughout Bengal continue very steady, but excepting in Orissa and the Eastern districts, a certain downward tendency, despite local fluctuations, is noticeable.

8. Our latest crop and weather reports, mostly up to the 26th and 27th, disclose an uniformity of good promise throughout the entire province, almost without parallel, and scarcely, we fear, to be fulfilled over this whole vast area.

9. Private trade in grain by rail to the distressed districts appears to be falling off greatly. During the week ending the 18th of June, 1,900 tons less were carried than in the previous week, and now in the week ending the 25th of June, only 5,990 tons of private grain have been carried, showing a still further decrease of 1,748 tons. It is not, however, certain that this decrease may not have been partly met by increased despatches by boat; now that the Ganges and the Jumna being both more or less in flood, navigation from the North-Western Provinces and the Punjab to Patna is easy and rapid.

10. No more deaths from starvation have been reported since we last addressed your Lordship.

11. In the North-Western Provinces, prices, with trivial fluctuations, continue stationary; agricultural prospects are excellent; and, with the exception of about 6,000 people chiefly in poor and work-houses, all necessity for relief has ceased.

No. 18.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 4168 S.-R., dated 27th June 1874.

I am directed to forward for the information of the Government of India,

To the Commissioner of Patna, No. 386 T.-F., dated the 27th May 1874, copy of the correspondence
From ditto ditto, „ 204 F., dated the 18th June 1874, noted in the margin, regarding
with enclosure. an alleged case of death
of a woman by starvation at Tituriah, in the Chumparun District.

2. I am to say that, in the Lieutenant-Governor's opinion, there was evidently no deficiency of relief system, and that under the circumstances represented, the death was probably not preventible.

ENCLOSURE I TO No. 18.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Commissioner of Patna, No. 386 T.-F., dated 29th May 1874.

I am directed to invite your attention to the extract from the *Friend*

“Last night I saw what I can have no doubt was a case of death from starvation. When driving from Tituriah in Chumparun in the evening to a relief tank, we saw a person lying under a tree not far from the road. I supposed it was some one sleeping. We drove on, but my host sent one of his servants to ascertain who was lying under the tree. On our return we were told it was a dead woman. It was now dark, and I went with a lantern to the spot and found two men who had been sent to keep watch during the night, and to prevent the approach of jackals and pigs to the body until the police could be communicated with, who would remove the corpse and make the usual inquiries as to who the woman was, whence she came, and what was the cause of her death. The body was that of a young woman of about twenty-five years of age, and was greatly emaciated.”

of India copied into the margin. The statement appears to be that of an eyewitness, and may probably be true.

2. I am to enquire what is known about this case of alleged starvation. Is Tituriah in a circle? If so, are its villages regularly and properly visited? Was there any place of relief near?

ENCLOSURE II TO No. 18.

Letter from S. C. Bayley, Esq., Commissioner of Patna, to the Officiating Secretary to the Government of Bengal, No. 204 F., dated 18th June 1874.

With reference to your letter No. 386 T.-F., dated the 29th ultimo, I have the honor to forward herewith copy of a letter from the Collector of Chumparun, reporting on the alleged case of death by starvation at Tituriah.

2. From Mr. Kean's report it will be observed that the woman who died was not a resident of the place; that she came last from Ramnuggur in Tirhoot, where, however, she was also unknown; and that she had actually received cooked food at the factory on the morning of the day she died. How it was that the distributor of cooked food did not notice that she required special attendance and looking after I cannot say: he certainly ought to have done so. The circle is managed by Mr. Macqueen, a humane and energetic gentleman, who would certainly never neglect such a case if brought to his notice.

ENCLOSURE III TO No. 18.

Letter from H. Kean, Esq., Collector of Ohumparun, to the Commissioner of Patna, No. 1914 F., dated 16th June 1874.

I have the honor to submit the report called for in your memorandum No. 78 F. of the 1st instant, regarding a case of alleged death by starvation at Tituriah.

The deceased woman gave her name as Bakaywree Ajatiee of Ramnuggur, Tirhoot. She died close to the factory, and came with several others at the usual time food is distributed, and was supplied with cooked food.

Inquiries were made in Ramnuggur, which is just over the Tirhoot boundary, and about 4 or 5 miles from Tituriah, but nothing could be learnt concerning her.

The people said that several emaciated persons had passed through the village, and that, learning that food was being distributed at the factory, they had sent them on there. It is possible that deceased was a homeless beggar, and that she gave her residence as at Ramnuggur, that perhaps being the last place she rested at.

Tituriah is a circle under Mr. Macqueen, an indigo planter. It contains 90 villages. Over every 45 villages there is an inspector, and over every 10 a sub-inspector, who regularly visit every village in their beat. It is quite impossible, Mr. Kilby says, for any person belonging to his villages to die of starvation.

In every village there is a relief punchayet, who are supplied with grain for gratuitous distribution under the supervision of the relief sub-inspectors.

The inspectors and sub-inspectors assist all cases of distress.

The body of the deceased was found not more than eight or ten minutes' walk from the factory. Mr. Kilby saw the corpse himself, and considers that the deceased doubtless died from the effects of starvation.

No. 19.

Letter from C. J. Lyall, Esq., Under Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to Major J. Graham, on special duty, No. 2143, dated 1st July 1874.

I am desired by His Excellency the Governor General in Council to request that you will submit, at your earliest convenience, a return showing the different places of storage of the Government rice now in Calcutta and Howrah, including Sulkea, Sealdah, and Chitpore, and the amount stored in each, with a detail, as nearly correct as possible, of the amounts of each description of rice (whether Burmese, Saigon, Madras, Chittagong, or Orissa, and whether paddy, cargo rice, or white) in each store-house. Any remarks you have to offer in regard to the condition of the rice, the mode in which the bags have been stored, the packing, &c., may be added.

The annexed form will, perhaps, be found convenient for exhibiting the information required.

No. 20.

Letter from Major J. Graham, on special duty, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 1619, dated 6th July 1874.

I have the honor to acknowledge the receipt of your letter No. 2143 of 1st instant, calling, by order of His Excellency the Viceroy, for a report on the different places of stowage of Government rice in Calcutta, Howrah, &c, the different descriptions of rice, the manner of stowing, &c., &c.

In reply, I have the honor to annex a statement showing in detail the rice now stored, &c, &c, and beg to add the following remarks, as called for in your letter under reply:—

(1.) Long before the receipt of the orders of 1st June, directing “the

Different descriptions of rice

	Tons
Engine sheds	9,257
Opium godown	5,333
Chitpore and Sealdah	11,584

Saigon, Burmah and Madras rice to be kept separate,” some of our largest godowns had been filled with mixed rice under the original orders, but fortunately I had of myself commenced keeping the different

descriptions of rice separate in the hired godowns, and all since received has been separately stacked, though it has been attended with much difficulty in consequence chiefly of the pressure for storage accommodation. In our great

	Tons
Sulkea	14,508
Docking Company	8,176

store-sheds on the East Indian Railway and Docking Company's premises at Sulkea, we were working in every shed before it was roofed in, all before

they were half-finished. We were, I may say, pressing on the very heels of the Department Public Works, and though they were working by night as well as day, they had not all the sheds filled before they were completed.

ready for storing in. In no case could we allot half even of a shed to one description of rice and half to another: it was all we could do to build stacks of the different kinds, Madras, Burma, and Saigon 2-maund bags, 2½-maund bags, and one-maund bags separately side by side, and in some cases the pressure was so great, that we could not afford to leave a half-finished stack of one description till more of that kind was available, but had to complete it with another, done, however, so carefully that the different kinds are quite distinct and can be separated at any time without difficulty.

2. I need not say that, under the above circumstances, from the pressure which came upon us when the railway despatches ceased, when we had to land and dispose of from

Different qualities of rice. 35,000 to 40,000 bags daily, from "the different marks and qualities not being kept separate on boardship," and last, but not least, from our as a rule not receiving invoices till after cargoes were discharged, I was totally unable to separate the different qualities of rice, and was glad that Government had not made it imperative. I am happy to find, however, on looking over the invoices, that since the 1st of June only two vessels arrived with any clean rice on board, and one of these had a very small sample.

3. The rice has been stacked variously according to the shape and dimensions of the different godowns and their compartments. We have blocks and rows with flues and chimneys and ventilating passages, the chief point being never to allow of more than four to six bags without a current of air. In the sheds which vary from 20 to 25 feet in breadth, we have a central longitudinal passage just sufficiently wide for a man to pass by, and a narrow cross passage every 10 feet, the central passage (at the request of the Department Public Works) being bridged over four bags high, at a height of 5 to 6 feet from the ground, thus uniting the two sides together and causing the one to support the other. The bridges are supported by bamboos. So far as our experience yet goes, the sheds are far superior to the godowns for stacking the descriptions of rice we have to deal with; in fact, good godowns are wasted in storing this rice, for they cannot be fully filled, and it is very difficult to get them sufficiently ventilated.

All the rice is either raised from the ground, as in the sheds, on regular floors of dry timber covered with mats, or raised from the ground with different descriptions of dunnage, according to the state of the flooring and ventilation in each case. In some of the hired godowns we have utilized regular godown trestles, which raise the rice fully one foot from the ground and allow of a current of air underneath.

In the sheds we found that, leaving the ventilating spaces open, we could stack 1,500 two-maund bags in a space of 10 feet × 25 × 12 in height.

I need not mention here what care all this stacking required, as one bag wrongly placed was liable to bring down a whole stack. The original order was, I believe, for none but two-maund bags to be sent to Calcutta; yet, notwithstanding this, we have received a very large number of one-maund packets. As reported a few days ago, these I am about to remove from all the godowns for despatch, not only because they are asked for by the despatching officer, but because it is wholly impossible to ventilate them—they lie so close together. We have nearly got rid of all the 30-seer bags, and the last of them are on the platforms ready for despatch.

4. Regarding the quality of the rice, that received from Burma was all

Condition of rice when received
Vide my letters to Secretary to Government of India, Department of Revenue, Agriculture and Commerce, No. 916, dated 5th May 1874

" 965	" 8th	" "
" 1016	" 13th	" "
" 1200	" 27th	" "
" 1802	" 31st June	" "
" 1815	" 5th	" "
" 1824	" 5th	" "
" 1855	" 8th	" "
" 1488	" 18th	" "

of fair quality with slight exceptions. The Saigon rice received from Messrs. Robert and Charriol give no cause of complaint, but the Orissa and Madras rice has been most troublesome. I have already written so frequently about the latter that I need say no more here; of the former I had to make the contractors remove and exchange hundreds of bags.

5. Of the quality of the bags. All the Burma consignments were, I may say, fair; Messrs. Robert and Charriol's of a very superior quality; the Orissa contractor's fair, and the Madras most inferior. We had occasionally trouble in the Burma bags being badly sewn, in the bags occasionally flung from great heights into the cargo boats from the coolies

Condition of bags received

on boardships being allowed to use hooks which tore the bags, but generally these were put a stop to on being brought to notice. It was only the Madras bags that we found it impossible to get any satisfaction from. Made of the thinnest and apparently the most rotten materials, they were quite unequal to bear the weight of two maunds, and so open that I have often been able to read through them.

6. I have not made any reference to the rice or bags supplied by Messrs. Messrs. Macknight, Anderson and Company's supplies. Macknight, Anderson and Company, as they were simply Messrs. Bulloch Brothers' supplies under another name; but I take this opportunity to state that all through the past season the bags and rice supplied by Messrs. Mohr Brothers and Company have been superior to those sent up by Messrs. Bulloch Brothers in my opinion.

7. We have had great assistance from both railways in the loan of old and new sleepers to form the timber dunnage of the godowns, and we have utilized (as matting) the mat bags which came up with the Saigon rice. Messrs. Robert and Charriol placed all they received at my disposal in addition to those which came with Messrs. Marcus Samuel's consignments.

Quantity in store.	8. The number of bags we have now in store		
	is of 1 maund	...	1,10,405
	2 maunds	...	8,53,870
	2½ "	...	5,430
			<hr/> 9,69,705

nine lakhs and sixty-nine thousand seven hundred and five.

9. If approved of, I will submit a report on the landing and despatching operations as soon as the last steamer has finished discharging her cargo.

Statement showing the quantity and description of Government Rice stored in each Godown on July 4, 1874.

NAME OF STORE.	Total quantities stored.	Saigon.	Burma.	Madras.	Mixed Burma and Madras.	Orissa.	Chittagong.	REMARKS.
		Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	
No. 6, Chira Row	2,083	2,083	All the Saigon rice is more or less mixed with paddy.
Pathooria Ghat	4,493	...	3,674	819	...	...	...
Bonded Warehouse	6,285	...	6,285	...	...	...	...
Yunnan Godown	4,506	4,506	{ There is very little Madras rice among the rice at Sealdah and Chipore. More than nine-tenths of it is Burma rice.
Sealdah	1,814	...	...	...	1,814	...	...
Chipore	8,333	...	...	...	8,333	...	...
Engine-sheds, Howrah	9,291	308	8,983	* N. B.—The Orissa rice was all despatched as received, not a bag of it has been stored.
Salt-Golah, Sulkea	1,324	...	...	...	1,324	...	...
No. 141, Sulkea Road	1,711	1,711	...	...	...	...	...
Meedes Cotton Press, Sulkea	1,577	1,577	† There may be some Chittagong rice among that in the engine-sheds, but as a rule it was all despatched as received.
Calcutta Docking Company's old sheds	1,625	...	982	643	...	...	...
Do, new sheds	8,175	...	6,853	1,322	...	...	...
Sulkea Sheds, Nos 1, 2, 3, 4, 5, 6, 7 & 8	14,466	271	10,429	3,766	
	65,683	5,950	28,223	6,550	24,960	*	†	

J. GRAHAM, Major,
On special duty.

Letter from Lieutenant-Colonel H. T. Duncan, Officiating Secretary to the Chief Commissioner of British Burmah, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 714—1, dated 9th July 1874.

The purchase of rice in this province on account of Government for shipment to Bengal having been completed by the end of May, I am desirous to furnish the following detailed account of the execution of the order.

2. It may be well to notice the condition of the Burma market at the time of the first indication on the part of Government of its intention to purchase for export to India. The great rice crops in British Burma are ordinarily planted in June and July, and reaped and brought to market at the sea ports towards the end of January and beginning of February. The lay-days for ships arriving for cargoes to Europe generally begin from the 1st to 15th February, so that the actual shipments are rarely made until the latter portion of that month. The export of rice from the Burman ports to Europe has reached such dimensions, and the period during which shipments can most successfully be made (February to May) is so limited, that it becomes necessary for the merchants engaged in this trade to charter the tonnage they may require for their shipments long before the crops come to market, and in this way the tonnage required for the rice crop of 1874 had been nearly all secured before November 1873, when the first intimation was made that rice would be required on Government account: the tonnage thus engaged amounted to 300,000 tons.

3. The total quantity of rice exported from the Burman ports for the previous three years had been as shown in the

1870	..	Tons 364,555
1871		477,984
1872		660,435

margin. It was pretty well ascertained in November 1873 that the exports for that year would reach at least 600,000; and, as it turned out, they amounted to 604,325. Making allowances for a known increase in the area under cultivation, and for an exceptionally heavy crop, it was estimated that the crop grown in 1873, and coming to market in 1874, would furnish 750,000 tons for export, should there be a demand for that amount. The ordinary demand for rice to China and Eastern Ports from Burma fluctuates considerably, but for the previous four years had averaged about 100,000 tons. Thus the quantity of rice for which tonnage had already been taken up for Europe, and the quantity ordinarily required for the Eastern Ports, amounted to 400,000 tons: this taken from the estimated crop, left 350,000 tons, which it might be possible to procure for the requirements of Government.

4. In November 1873, when the necessity to procure rice first arose, the crop of the previous season had been nearly exhausted, and the new rice could not be expected before January 1874; the orders for immediate purchase therefore were of necessity limited, but the fact of Government coming into the market at a time when stocks were low immediately raised the prices, particularly as during that period of the year there is ordinarily no competing demand for rice. It was apparent to the Government of India that the extent to which supplies of rice would be required for the Bengal distress would depend on the course which events might take in the districts threatened with famine. Keeping in view the quantity which might by management be obtained without seriously disturbing the private rice trade of the province, it was strongly urged upon the Government of India by the Chief Commissioner that it was of extreme importance that no premature announcement should be made of the extent to which Government might be forced to push their purchases. It may be said that, in the face of the great disaster which was impending over Bengal, there was nothing to justify such keen consideration for the interests of private trade. But it must be borne in mind that British Burma holds the commercial position she does mainly from her rice trade. The enormous strides the province has made in late years, the increase of cultivation and revenue, the remarkable wealth of the people, are the consequences of the extraordinary development of her rice trade. Obviously, it was most undesirable to inflict an injury on the great staple trade of the province at the end in view could be realized without any such unfortunate result. Any action of Government which would have had the effect of rendering the

exporters of rice incapable of meeting their engagements and fulfilling their contracts, would have caused an amount of mischief to the province which she would have taken years to recover. Necessity might have rendered such action unavoidable, but happily no such necessity existed on this occasion; and it appeared to the Chief Commissioner that every attempt ought to be made to meet the requirements of Bengal without affecting the ordinary routine of trade so far as this was possible, and this Mr. Eden believes to have been the wish of the Government of India.

5. At the time when the Government of India first determined to procure rice in the Burma market, the crop in Bengal had not yet come to maturity. There were great doubts how it might turn out. It was also doubtful how far private trade might enter the Burma market for supplying the deficiencies of the Bengal crop. Under these circumstances, the Government of India could only undertake to give orders from time to time to meet actual requirements. Mr. Eden readily guaranteed to supply the whole of their wants in this manner, and stated that he believed he could send to Bengal as much rice as could possibly be sent up into the distressed districts, if only secrecy as to the orders given from time to time was observed. He pointed out that it was not the amount of rice which Government would really require from Burma which would affect the market so much as the exaggerated rumours and sensational communications made to England as to the requirements and intentions of Government. These rumours, even as it was, at times so excited the London and Rangoon markets as to make business almost impossible. For instance, if Government declared its intention to buy rice, an order which really contemplated the purchase of 20,000 tons was at once exaggerated to an order of 200,000 tons, and the trade was paralyzed for a time in consequence. The Government of India was good enough to leave the details of carrying out the Government purchases to the Chief Commissioner, and Mr. Eden, as has already been said, considered it essential to the successful execution of the order that the extent to which future purchases might reach should be kept strictly secret. This step was equally imperative in the interests of Government as a purchaser and in the interests of the merchants, who were forced to complete their engagements already entered into for 300,000 tons. The actual quantity of the new crop eventually secured by Government and shipped from January to May was 274,000 tons. It was known to every one that whatever the quantity might be which the Government might require, it was absolutely necessary to secure it at almost any price, and also that the purchases had to be made as early in the season as possible so as to admit of the rice being stored in the districts before the rains had set in in Bengal; for this purpose the shipments had to be made from January to end of May. On the other hand, the merchants had chartered vessels to the extent of 300,000 tons for their Europe shipments, and their engagements were to load at the Burman ports during precisely the same period. Even had it been possible to state precisely the Government's total requirements at the outset, which, of course, was not possible, there is little doubt that the announcement would have acted disastrously, both to the Government and to the private trade. Two dangers had to be guarded against,—1st, such hesitation in commencing purchase as would leave a risk of Government not eventually obtaining the full supply it required; 2ndly, the prevalence of such an exaggerated idea of the probable dealings of Government as would lead those engaged in the trade to give up their chartered ships and hold aloof altogether from the export to Europe—a state of things which, as the result shows, would have left Burma with probably 500,000 tons of rice on her hands and with no means of shipping it to Europe.

6. It is probable that very few of the most experienced merchants could have foreseen that it was possible, without serious derangement of the local trade, to export the enormous quantity of 689,563 tons of rice from the Burman ports from 1st January to the end of May. Yet this has been done during

*Total shipments of rice from the Burman ports from
1st January to 31st May*

1868	.	211,759	tons.
1869	"	278,784	"
1870	"	299,628	"
1871	"	336,987	"
1872	"	364,018	"
1873	"	433,090	"
1874	"	689,563	"

those months in 1874, and it will be seen that the increase during this year nearly corresponds with the amount which has been shipped on Government account. That the unexpected requirements on Government account have been obtained without materially affect-

marginal statement of the rice shipments to Europe during the first five months of the year for the past seven years. From this it will be seen that during no previous year have the shipments on private account to Europe been so extensive as during 1874, when the Government was forced most unwillingly to become a formidable competitor in the market for an enormous quantity of rice, amounting as nearly as possible to two-fifths of the whole shipments from the various ports in the province.

Shipments of rice to Europe from Burman ports from 1st January to 31st May

1868	188,684	tons
1869	239,488	"
1870	253,214	"
1871	298,023	"
1872	296,407	"
1873	359,522	"
1874	392,754	"

7. Two cardinal points had to be observed in carrying out the Government purchases, the principal one being, that it should be absolutely certain the quantity required would be obtained, and the other that the purchases should be so regulated that at the most important period of the season, when supplies were heaviest and when the trade had to fulfil their engagements, there should be an absence of panic or oscillation in the rates of purchase. These conditions were likely to be obtained by opening the season with high prices; that, indeed, was inevitable from the excitement of the market consequent on the proclaimed approach of famine. The high prices would, it was felt, bring in early supplies, and as soon as these were firmly established, it would be feasible to declare a maximum price, beyond which Government would not go in their purchases. It was anticipated that full stocks for the private trade would be obtained by the merchants before the bulk of the shipping had arrived, and thus urgent and spasmodic competition would be avoided, while it was inevitable that thereafter prices would rise, when the late shipments had to be effected, and the merchants had to secure the margin of their supplies at the same time that Government would still have to continue in the market. All these were general considerations which influenced the Chief Commissioner in deciding how the commission from Government could best be carried out, and he came to the conclusion that the order would most successfully be carried out by entrusting its execution to two responsible and competent Firms already engaged in the rice trade, and who had large orders of their own to execute, and who were, therefore, materially interested in keeping the market steady.

8. As the shipments had to be made from all the ports of the province, it was advisable to select Firms who already had agencies in the three principal ports—Rangoon, Akyab, and Bassein. The orders, therefore, were entrusted to Messrs. Bulloch Brothers & Company and Messrs. Mohr Brothers & Company in equal shares. There were doubtless some alternative methods in which the Government commission might have been executed, and one which at first sight might be thought the best would have been to issue tenders. There were, however, serious objections to this, the tenders could not have been for immediate delivery, inasmuch as the course of trade would not permit of that, and it was impossible that any Firm could foresee the future of the market; neither was Government in a position to state definitely the quantity for which tenders would be required; the rates therefore must have been exorbitant in order to be safe, or they must have been speculative, and therefore insecure of completion, and that feature the Government could not afford to risk. Again, portioning out the order to several Firms would have had the effect of spreading the competition between Government and the private trade, and the many details of procuring tonnage at stated periods and in specified localities, and of providing the special quality and size of bag for packing which was required by the Government of India, but which is not the bag in ordinary use in the trade, would have been much complicated as the number of shippers was increased. The order given was an open one, such as the Firms might get from any constituent, *viz.*, to purchase at market rates, subject to constant communication with the Chief Commissioner, and ship to Calcutta, free on board, at port of export—that is, the Firms undertook to purchase the rice on Government account; they prepared it for export by cleaning or husking; they packed it in gunny bags and placed it on boardships at the port of despatch; and they received a commission of 3 per cent. on the outlay. Except in the case of the first few cargoes, the shipments were not insured; and with the exception of a few cargoes damaged by sea-water or over-heating on the voyage, there was no

9. The total orders amounted to 275,000 tons, and were issued to the Firms on the following dates: on the 7th and 23rd November orders were given to purchase such of the old crop as could be obtained up to 25,000 tons, and on the 28th November 40,000 tons of the coming crop was ordered, and this was raised on the 6th December by 60,000 tons, all to be shipped by the 1st March. At the same time 40,000 tons were ordered for March shipment, and 40,000 tons for April shipment. On the 23rd February an additional order was given for 75,000 tons to be shipped by the end of May. These orders aggregated 275,000 tons, and to this may be added 12,550 tons, the transferred portion of the Chittagong contract, and 1,984 tons to fill up cargoes. The total aggregate shipments thus being 289,534 tons

10. Rice is exported from the Burman ports in three different forms. There is the *cargo rice*, which is prepared for export to Europe; it is composed of four parts of husked (but not cleaned) rice and one part of paddy—that is, rice with the husk still on: there is again what is known as *Loonzain* or *clean rice*, which still retains a small percentage of unhusked rice varying from 10 per cent. to 3 per cent., and also retains the pellicle of the grain; and there is *white rice*, which is fully husked and cleaned, and is fit for immediate use. It was this latter kind of rice which at first was considered to be the most suitable for export to the distressed districts, and doubtless at time of severe famine rice ready for immediate consumption and requiring no further cleaning would be preferable; it was difficult to obtain white rice in sufficient quantities, and it was found that the cargo rice, with its 20 per cent. of unhusked rice, could during the present distress be safely employed. This was an important point in executing the order, because the export of white rice is very small compared to that of cargo rice, which is the condition in which the rice is shipped to Europe, the white rice being almost entirely required for the Straits. At the same time the cargo rice is much better fitted for storage and rough transport in a damp climate, while any portion of the Government supply which was not required for use might, it was thought, be readily re-sold as cargo rice, but not as white rice.

11. The numerous powerful steam mills at the different ports are constructed to turn out cargo rice, and as yet but few can produce white rice, which

Shipping Firms	Cargo rice	Clean rice	White rice.	TOTAL
	Tons	Tons	Tons	Tons
Messrs Bulloch Brothers	70,177	46,913	26,021	143,111
Messrs Mohr Brothers	83,215	35,656	11,699	130,570
TOTAL	153,392	82,569	40,723	276,684

requires a different machinery for cleaning the grain. The proportion in which these various forms of rice were shipped is shown in the margin, and in addition to this there was transferred for execution at the Burman ports a portion (12,550 tons) of a contract at fixed rates which had originally been entered into by Messrs. Bulloch Brothers for execution at Chittagong. The shipments for each month were as shown in the margin, but a few thousand tons shown as shipped in May were actually shipped in the first days of June. The purchases outstripped the shipments in the early months, as it had not been possible immediately to procure the necessary tonnage. In January and February the shipments averaged a thousand tons a day; In March they nearly reached three thousand tons a day; and in April and May an average of two thousand tons daily left the ports on Government account. The quantities procured from each port of the province were as shown in the margin, and in addition to this,

Brothers for execution at Chittagong.

Shipments of Rice for Government from all the Burman Ports	Tons
November 1873	3,035
December "	11,001
January 1874	27,718
February "	35,783
March "	83,143
April "	60,707
May "	55,297
TOTAL	276,684

ruary the shipments averaged a thousand tons

Shipments of Rice for Government shipped at each Port

	Tons
Rangoon	172,458
Moulmein	48,139
Bassein	84,472
Akyab	26,915
TOTAL	276,684

There were 12,550 tons shipped from Akyab by Messrs. Bulloch Brothers in

12. In regard to the prices paid for the rice, it will be convenient to divide the purchases into periods corresponding with the rise and fall of the rates, and are four—the first reaching over November and December, when the new crop had not come; the second comprising the first half of the month of January when supplies of the new crop were coming in; the third from 15th January to 5th March, when supplies were very full, and consequently, although there were heavy requirements for Europe in addition to the Government shipments, prices were stationary and moderate, the Government having declared they would not pay more than Rs. 75 per hundred baskets; the fourth period reaching from the 6th March to the end of the order, when supplies were not so heavy, and when Europe tonnage had arrived. The natives would not bring in the produce without high prices, and the exporters under pressing engagements were obliged to raise prices. The rates which will be given are calculated on the price of the rice free on board at Rangoon,—that is, cleaned, bagged, and shipped, and agents' commission charged; but the rates do not include freight, and, except in regard to the first few cargoes, none of the shipments were insured.

13. The average cost per cwt. of the entire shipments free on board has been 7s. 3½d., taking exchange at par, and the average cost per maund of 82lbs., free on board, has been Rs. 2-10-11, but the cost has varied considerably during different periods and for the different kinds of rice. Thus, purchases in November and December 1873, and from the 1st to 15th July 1874, were at comparatively high rates; prices moderated and were steady from 15th January to 5th March, and from that date to the end of the order prices again rose. The greater proportion (55½ per cent.) of the entire shipment was made of cargo rice, and it is interesting to see how Government purchases stood with the private trade in rice to Europe, which is also carried on in the shape of *cargo rice*. The following calculations show the prices paid by Government for cargo rice in Rangoon, purchases at other ports ruling at proportionate lower rates of three pence or six pence, the commercial quotations for the same periods, and the margin between local and home prices—

	Europe price quoted at		Selling price in Europe
	s d		
1st period (November and December 1873) — Government rice costs 7s 1½d free on board per cwt.			
Less duty ...	7 2 0 6		12s. 6d to 13s
Less 2 per cent commission	6 8 0 1½	Cost	s d s d
Add extra charges and gunnies ...	6 6½ 0 6	Freight ..	4 0
Saving in exchange	7 0½ 0 3½	Insurance ..	0 5½
		Margin	11 7½ 10½d per cwt.
2nd period (1st to 15th January 1874) — Government rice costs 7s 1½d free on board per cwt			
Less duty	7 0 0 6		11s 6d. to 12s
Less 2 per cent commission	6 6 0 1½	Cost	s d s d
Add extra charges and gunnies	6 4½ 0 6	Freight ..	3 9
Saving in exchange	6 10½ 0 2	Insurance ..	0 5
	7 0½	Margin	11 2 4d. per cwt.
3rd period (16th January to 5th March 1874) — Government rice costs 6s 5½d. free on board per cwt.			
Less duty ...	6 6 0 6		11s 9d. to 12s 3d.
Less 2 per cent. commission	6 0 0 1½	Cost	s d s d
Add extra charges and gunnies	5 10½ 0 6	Freight ..	3 9
		Insurance ..	0 4½
		Margin	10 7½ 1s 1½d per cwt.

	Europe price quoted at s. d.		Selling price in Europe.
<i>1st period</i> (6th March to end of May) — Govern- ment rice costs 7s 2½d free on board per cwt	7 6	} Cost Freight Insurance	s. d. s. d. 7 6 3 0 0 5½ ————— 10 11½ ————— ½ per cwt
Less duty	0 6		
	7 0		
Less 2 per cent. commission	0 2		
	6 10		
Add extra charges and gunnies	0 6	Mugia	
	7 4		
Saving in exchange	0 0½		
	7 4½		
	—————		

14. The period during which the heaviest supplies were secured by the private trade was that between 15th January and 6th March, and it was also during this time that prices were most moderate and the margin between local and home prices was greatest. The fact of Government being so large a purchaser did not, therefore, disorganize the trade in any way during the most critical portion of the whole rice season. Indeed, it may safely be asserted that exporters to Europe from Burma between January and May have seldom had better prospects of a remunerative return than during the current year.

15. When the first intelligence of Government being in the market for an unknown quantity of rice reached the Burman ports, there was grave apprehension of the evil effects it would produce on the transactions already entered into by the local merchants, and for a time the excitement was very great. It was anticipated that paddy would average Rs. 100 the hundred baskets, and that ruin would overtake many houses. As it turned out, the great bulk of the trade purchases were made before the middle of March at an average of Rs. 75 per hundred baskets, equivalent to 6s. 6d per cwt, free on board, and at the same time the prices at home ruled exceptionally high, and a fair margin was left for profit. The most satisfactory element in the trade operations was, that during the best period of the season prices were steady and moderate—at the price (Rs. 75 per hundred baskets) which the Government named as the maximum rate at which it would purchase. There is no doubt this step steadied the market at a price sufficient to bring forward full supplies, and at the same time prevented the violent fluctuations to which prices would otherwise have been liable.

16. Prices for clean and white rice were, of course, considerably higher than for cargo rice, and with an unexpected demand for a class of rice not immediately procurable, the rates paid have not been uniform. The purchases on Government account of Loonzain, or clean rice, in Rangoon, during the first period (November and December) varied considerably, the averages being from Rs. 2-9 to Rs. 3 per maund free on board, and the same rates ruled during the next period from 1st to 15th January; from the last date until the 6th March prices fell, and the averages were from Rs. 2-7 to Rs. 2-13; after that prices again rose to the former averages till the end of May. White rice during the first period was bought at averages of Rs. 2-13 to Rs. 3-4 per maund free on board, and the same rates ruled during the second period. They fell during the third period to Rs. 2-11 and Rs. 2-15, and again rose to Rs. 3-2 till the end of May.

17. In judging of these prices, which include charges of every description and delivery on board the vessel in the port of shipment, it is necessary to bear in mind that the enhanced price of gunny bags made a considerable addition to the Government rates. Bags for shipments to Europe were contracted for as usual for months before in Calcutta. The sudden demand for the special sizes required by Government over-taxed the capabilities of the Calcutta mills, already hampered with engagements, and gunnies had to be secured at a high cost and with considerable difficulty. Then, again, the charges for bagging, sewing, shipping into boats, &c., incurred in Burma on 164lb-bags, and also on one-maund bags, are almost identical with those on (say) 220lb-bags. The Government shipments were made mostly in two-maund (164lb.) bags; there were also 300,000 maunds shipped in one-maund bags. In comparing the local prices of Government purchases in Rangoon with prices ruling in the home market, an

allowance has been made on account of this enhanced cost, but it has also to be borne in mind in estimating the cost per maund of the clean and white rice.

18. Obviously, one of the greatest difficulties which at first suggested itself in respect to the transport of this enormous amount of grain suddenly diverted from the usual course of trade was the supply of tonnage, especially as there was but a short time available for procuring ships from distant ports, and as the whole of the business had of necessity to be completed within a few months. Fortunately, we had the magnificent fleet of steamers belonging to the B. I. S. N. Company available to commence the work at once. This fleet was placed at the disposal of Government by the Company on very fair and reasonable terms, and in their steamers no less than 165,789 tons were shipped. In addition to the ordinary mail steamers regularly employed on service between Calcutta and the Burman ports, the B. I. S. N. Company employed large number of special steamers solely for the conveyance of the Government shipments. It was soon seen, however, that they could not furnish the full tonnage required, and it became necessary to engage other ships, and in this way, with the help of the telegraph, 111,300 tons of shipping, chiefly large and fast steamers, were got together from various parts of the world, and the entire quantity ordered was delivered in Calcutta regularly, punctually, and without any kind of misadventure. The freight paid on so much of the shipments as could be taken by the ordinary mail steamers of the Company from Rangoon was Rs. 10 per ton, and for their special steamers Rs. 13; the outside tonnage for shipments from the same port was at the rate of Rs. 14 per ton. From Moulmein the Company's rates were the same, and the outside tonnage averaged Rs. 15; and the rates from Bassein and Akyab were similar to those paid in Rangoon. The rates for outside tonnage are higher than those for the Company, but they were certainly very moderate rates even for ordinary times, and even lower rates would have been procured had there not been a misapprehension as to the amount of tonnage which the Company could place at the disposal of Government. Ships had ultimately to be chartered at very short notice, and the Company had the further advantage that the Government undertook to give the preference to every vessel they sent to Burman ports, and they were, therefore, assured of an immediate cargo for all the steamers they could send. The rapidity with which the steamers were loaded in the Burman ports was a matter of general admiration, and the shipping Firms showed great power of organization and much energy in carrying out this important portion of the order. The steamers were ordinarily loaded at an average rate of 750 tons a day of 24 hours for each steamer in port working day and night, but in some instances this was far exceeded. As examples, may be cited the steamer *Arcot*, of 1,700 tons, loaded on one occasion in 26 hours, and on two occasions in 36 hours; the *Agra* took her cargo (2,200 tons) within 36 hours, these vessels being loaded in Rangoon, where also others got their cargoes of 1,200 to 1,500 tons in 24 hours. Great credit is due to the commanders and officers of the ships for the energy and zeal with which they supervised the loading of their vessels. They worked day and night, and the officers of those ships which were under regular engagement, and were kept running backwards and forwards with rice cargo between Burmah and Calcutta, must have had most laborious and wearying duty for four months. The officers of the B. I. S. N. fleet deserve special mention in this report.

19. The average cost of the entire purchases has been given at Rs. 2-10-11 per maund of 82lbs., or 7s. 3½d. per cwt. free on board at the port of shipment, these prices covering purchase of rice, cleaning, bagging, shipping, on board the vessel, and commission to the Firms employed in carrying out the order, but exclusive of freight. The ordinary trade commission on transactions of this kind is 5 per cent., but in consideration of the largeness of the order, and also of the immediate payment for the purchases, the Firms reduced the commission to 3 per cent. The net total sum paid for the rice (276,906 tons free on board) bought on the open order was £2,028,383, and for the fixed contract transferred from Chittagong (12,549 tons) there was paid £102,491.

20. The quantity of each particular kind of rice purchased by the respective Firms has already been stated, and the Chief Commissioner is very well satisfied with the manner in which the two Firms executed the order as a whole. The time and absolutely required as they were to secure the grain in the

face of a very active trade demand, the entire transaction has been completed within the period fixed by the Government with perfect regularity and precision. The power of organization shown by the shippers in carrying out an order of unparalleled magnitude has been of a very high order, and all the numerous details have been overcome in a way which does the greatest credit to the Firms concerned.

No. 22.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Chief Commissioner of British Burmah, No. 2282, dated 20th July 1874.

I am directed to acknowledge your letter No. 714—1 of the 9th instant, furnishing an account of the purchase and shipment of Burmah rice ordered by the Government of India for despatch to the famine-stricken districts of Bengal.

2. The aggregate order requiring delivery between November and May last amounted to 289,534 tons, value £2,130,871 sterling, exclusive of freight; and the details of the purchase were left to you. Upon general considerations of the state of the market and the danger of disorganizing internal trade, or the ordinary export to Europe, you decided not to call for tenders, but to entrust the execution of the order to two responsible Firms, who had a large private business and were therefore interested in keeping the market steady. For this purpose you selected Messrs. Bulloch Brothers and Messrs. Mohr. Brothers, and you gave them an open order to purchase at market rates up to a fixed limit, subject to constant communication with yourself, and to ship to Calcutta free on board at port of despatch. These Firms undertook to prepare the rice by cleaning and husking it, to pack it in gunny bags and place it on boardship, and they received a commission of 3 per cent. on their outlay. One of the greatest difficulties was, as you observe, to procure tonnage for the conveyance of the grain thus diverted from the usual channel of trade, as there was but a short time available to invite freight from distant ports, and as the whole order had to be executed within a few months. In this difficulty you were aided by the British India Steam Navigation Company, whose fleet was placed at your disposal on very reasonable terms, and was utilized to the extent of 165,789 tons. The balance of the required tonnage was obtained by yourself, chiefly in large and fast steamers secured from various parts of the world, and thus the whole order, equal to about two-fifths of the total exportable produce of the province, was despatched and delivered in Calcutta, according to dates previously advertised, regularly, punctually, and without any kind of misadventure. You express your admiration of the energy and power of organization shown by the British India Steam Navigation Company and its officers in keeping to their engagements under the strain suddenly put upon them, and you are satisfied on the whole with the manner in which the Firms selected by you executed the order entrusted to them, notwithstanding the numerous difficulties of detail consequent on the magnitude of the operation.

3. The Governor General in Council has read your report with much interest. He fully concurs in your expression of satisfaction with the arrangements made by Messrs. Bulloch and Mohr, and he most cordially acknowledges the valuable assistance given at a critical time to the Government of India by the British India Steam Navigation Company, and the zeal and energy with which the officers of the Company devoted themselves to their trying and incessant duties. The obligation of the Government to the Company will be formally acknowledged and a copy of the order forwarded for your information.

4. The work is now over, and has been successfully done throughout. The Government entrusted the details of its execution to you, and thus unavoidably placed you in a new and difficult position which required prompt decision and immediate action, coupled with secrecy, and in which any mistake must have been attended by very serious consequences, both to your own province and to the people of Bengal whose relief was mainly dependent upon it. By the measures you adopted there has been no derangement of internal or export trade in the purchase of the required supplies, and no delay or failure in their delivery. The confidence placed in you by the Government has been fully justified by the

result, and the Governor General in Council desires to record his high appreciation of your services, which will be reported to Her Majesty's Government.

No. 23.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to Messrs. Mackinnon Mackenzie and Company, No. 2283, dated 20th July 1874.

I am directed to forward herewith an extract* from a letter from the Chief Commissioner of British Burma, No. 714—1 of the 9th instant, and I am to express the acknowledgment of the Governor General in Council for the very valuable assistance rendered by the British India Steam Navigation Company in placing their fleet at the disposal of the Government in view to the relief of the famine-stricken districts of Bengal. The Governor General in Council fully concurs with Mr. Eden in his appreciation of the zeal and energy with which the officers of the Company devoted themselves to their laborious and successful exertions.

2. The Government of India will forward to the Secretary of State this second acknowledgment of the services of the British India Steam Navigation Company.

See No 696, dated 27th December 1873.

No. 24.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 44, dated 14th July 1874.

We have the honor to submit the Twenty-first Special Narrative of the Drought in Bengal, for the fortnight ending the 9th instant.

2. The Narrative shows the beneficial effect of the seasonable rainfall in Eastern and Western Tirhoot, and the consequent resumption of agricultural operations, involving a diminution of about one-half in the number of laborers on relief works. On the other hand, the recipients of charitable relief are increasing, because distress is extending over those of the lowest classes who cannot work and upwards among those ordinarily above work, and because the whole class of professional beggars, deprived of its regular supporters, is thrown upon the hands of the Government. Sir Richard Temple's remarks upon the character of the people, as shown in the trial through which they are passing, will be read with much interest. Besides relief works and gratuitous charity, relief continues to be administered on the lines originally laid down for it, by advances and by sales so arranged as not to interfere with private trade; and it is adequate. The Narrative will inform your Lordship of the expenditure of Government grain and the prospect of its sufficing until the December harvest, of the aid rendered by the reserve carriage at a critical time, of the very satisfactory condition and promise of the young crops, of the state of the public health, of the general but slight fall of prices in the distressed districts, of the extension of private trade by river routes, of the general aspect of affairs in the other affected tracts, and of the progress in the execution of the imperial public works. No fresh famine deaths have been reported.

3. We enclose an account submitted to us relative to rumours of anticipated distress and to an alleged grain riot at the head-quarters of the district of Mymensing. We concur with the Lieutenant-Governor that no cause is shown for serious apprehensions in this quarter. We also enclose a supplementary weather and crop report just received, showing some slight deficiency of rain in Southern Bengal and some excess in Behar, but on the whole confirming the favorable views expressed in the Narrative.

No. 25.

Resolution by the Government of India, Public Works Department, Nos. 1600—1612 R., dated 15th July 1874.

Read again—

Resolution Nos. 1948.—59 of November 1, 1873.

RESOLUTION.—In view to alleviate the distress which might be occasioned by the failure of crops in parts of Bengal, the Governor General in Council was pleased to the above resolution to direct that the Agencies of the British India

and Eastern Bengal Railways might be authorised to reduce the rate for the carriage of food-grains towards the threatened districts to $\frac{1}{8}$ th of a pie per maund per mile, on the understanding that Government would reimburse the full amount of the difference between the earnings at the above rate and those which would have been received under the existing tariff rates of the respective lines.

2. And it was added that a fortnight's notice would be given to the public before the old rates were reverted to.

3. Similar orders were subsequently issued in respect of the rates on the Great Indian Peninsula, the Sind, Punjab and Delhi, and Oudh and Rohilkund Railways.

4. The Governor General in Council having consulted with the Lieutenant-Governor of Bengal, is of opinion that the time has now come when the concession can be withdrawn without injury to the country, and is therefore pleased to order that, from the 1st August next, Government will no longer bear the cost which the difference between ordinary and the reduced rates for food-grains would impose. From that date therefore the Railway Companies concerned may discontinue the rate of $\frac{1}{8}$ th pie per maund per mile for food-grains, and revert to the rates in force upon their respective lines.

5. Intimation has already been given by telegraph to the authorities at a distance.

ORDER.—Ordered, that this Resolution be communicated to the Government of Bombay and to the Consulting Engineers to the Government of India for Guaranteed Railways in Calcutta, Lahore and Lucknow, for the necessary action in concert with the Agencies of the Railways concerned.

Governments of Bengal, North-Western Provinces, and Punjab.
Chief Commissioners of Oudh and Central Provinces.
Director of State Railways.
Home Department, Financial Department,
Revenue, Agriculture and Commerce Department.

Also to the Governments, Administrations, Officer and Departments noted in the margin for information.

No. 26.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 48, dated 28th July 1874.

We have the honor to forward the Twenty-second Special Narrative of the Drought in Bengal, for the fortnight ending the 23rd instant.

2. As stated by the Lieutenant-Governor, no marked change has occurred in the general situation described in the previous Narrative. The cessation of rain so beneficial to Behar was beginning to cause some apprehension in South-Western Bengal, as mentioned in our two last weekly telegrams, but this has happily been to some extent relieved by continuous showers and signs of further rain dating from the 25th instant. In the distressed districts the numbers on relief works continue to decrease, while those in receipt of charitable relief are increasing, owing to the causes stated in our last despatch. The most marked feature in the Narrative is the relief afforded by the unusually large yield of the early rice crop and the consequent fall in prices in parts of Rajshahye; but this is compensated for by the further development of distress in some districts of the Burdwan division and in parts of Chota Nagpore, to which orders for selling Government grain to the public have in consequence been extended. No fresh famine deaths have been reported.

3. Your Lordship will observe the statement in the Narrative that the sales of grain are proceeding in the manner described in previous narratives.

4. Our latest intelligence from the famine districts is a telegram from the Lieutenant-Governor, dated Hajepore, the 26th instant, stating that he has returned from his inspection of the Gunduck embankment, with the state of which he is satisfied, and that he has held a conference with the local, civil, and engineering officers regarding the high-level canal project between the Gunduck and Bagmuttee rivers, the details of which he hopes to report shortly. The Lieutenant-Governor announces an increased demand for Government grain in Sarun, involving an increase of the allotment to that district from 5,50,000 to 8,50,000 maunds, to be met by transfer from Ohumparun and Shahabad. The telegram further confirms the excellent effect in Behar of the break in the rains, and reports the Lieutenant-Governor's return to Monghyr.

5. We enclose our correspondence with the Chief Commissioner of British Burma, relative to the purchases of rice made in that Province on account of the Government of India for despatch to the famine-stricken districts of Bengal, and we desire to bring to your Lordship's notice our high appreciation of Mr. Eden's services in carrying out the duty entrusted to him, and our acknowledgment of the valuable aid rendered by the British India Steam Navigation Company.

No. 27.

Despatch from Her Majesty's Secretary of State for India, to His Excellency the Governor General in Council, No. 40, dated 16th July 1874.

I have to acknowledge the receipt of your despatches and telegrams noted in the margin.

No 13, dated 27th February 1874.

" 14 "	6th March	"
" 15 "	13th "	"
" 16 "	20th "	"
" 17 "	20th "	"
" 18 "	27th "	"
" 20 "	3rd April	"
" 21 "	10th "	"
" 22 "	17th "	"
" 23 "	24th "	"
" 24 "	24th "	"
" 25 "	24th "	"
" 27 "	1st May	"
" 28 "	8th "	"
" 29 "	15th "	"
" 31 "	22nd "	"
" 32 "	22nd "	"
" 33 "	26th "	"
" 34 "	26th "	"
" 35 "	2nd June	"
" 36 "	2nd "	"
" 37 "	9th "	"
" 39 "	16th "	"

Telegrams, dated—

28th March 1874	9th May 1874
30th " "	11th " "
4th April " "	16th " "
11th " "	22nd " "
15th " "	25th " "
18th " "	30th " "
20th " "	6th June "
21st " "	9th " "
25th " "	13th " "
27th " "	20th " "
28th " "	27th " "
30th " "	28th " "
2nd May " "	2nd July "
5th " "	4th " "

11th July 1874.

2. I have to express to you the interest with which Her Majesty's Government have followed the operations described in these despatches, and their entire approval of your energetic policy. You have been well seconded by two successive Lieutenant Governors of Bengal and by the various officers who were already serving in the distressed districts, or who were sent there by you, and complete success has hitherto attended your measures.

3. The storage of grain at the relief centres, if at first it met with some unexpected difficulty, was effected with so much vigour during the last weeks of the dry season, that before the rains set in the operations of carriage were terminated. The distribution of food among the million and a half of persons who have been engaged upon relief works has been conducted with rapidity and skill; and by the system of village circles you have avoided the dangers which, in the hotter months, would inevitably have attended the close aggregation of large masses of men.

4. The very small mortality which has been caused by a scarcity so severe is a sure testimony to the wisdom with which your measures were designed, and the judgment and vigour with which they have been executed by your officers.

5. In a previous despatch I pressed upon you the expediency of providing a sufficient quantity of grain, not only to meet your calculated wants, but also to make good any accidental deficiency that might arise. Such a precaution, while it could not be taken without increasing the risk of waste, was necessary to secure you from the far more formidable danger of an inadequate supply. You have since that time increased your stock from 420,000 to 490,000 tons: and the experience of the first half of the famine period has now satisfactorily shown that private trade can discharge a large share of the duty which your Government was prepared, if necessary, to undertake. I approve therefore your resolution to abstain, unless some new emergency should arise, from any further purchase of grain.

6. The abundant rain which has recently fallen has dissipated an apprehension that was for a time entertained that one year of famine would be followed by a second. Much labor in the work of relief will still be required of your Government, and will continue to press upon you until the next harvest shall have been reaped. But the severity of the duties which your officers have yet to discharge is no longer aggravated by the fear of calamity. I do not doubt that in the course of your operations important information will have been gained that will guide your future policy on many points. I shall

doubtless hear from you, especially upon the measures which you may think advisable to take for the prevention or mitigation of the famines which have hitherto occurred frequently in various parts of India. It is presumable that, if irrigation had been more extensively available, this scarcity would have been far less severe; and that if means of communication had been more ample, the work of relief would have been less difficult and less costly. The possibility of making further provision in these two respects, with a due regard to the exigencies of Indian finance, will, I trust, occupy your attention and form the subject of an early communication to me.

7. I shall take occasion, in addressing you with respect to your financial policy, to point out the precautions which in my judgment will be necessary in order to prevent these works from becoming a source of financial embarrassment. I will only here ask your Excellency not to omit from your consideration the questions that must arise if any considerable outlay is to be made on irrigation works in districts which are under permanent settlement. That arrangement, while securing to zemindars all the benefits of a more productive cultivation, did not contemplate an addition to those benefits from the resources of the State. Unremunerative expenditure on irrigation may be legitimate for the purposes of saving life; but the utmost care must be taken that it is not converted into a contribution from the public exchequer to private resources.

No. 28.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 51, dated 11th August 1874.

We have the honor to forward the Twenty-third Special Narrative of the Drought in Behar and parts of Bengal, for the fortnight ending the 6th instant.

2. The general aspect of affairs continues to progress in the direction pointed to in recent narratives. Distress is still decreasing in most districts of the Rajshahye division, while in most parts of South Behar it has altogether disappeared. On the other hand, the need of relief is stated to be increasing in North Behar, and specially in North Tirhoot, where the frontier store-houses are being depleted, owing chiefly to the demands of immigrants from Nepal; and the same tendency is reported in Southern Rajshahye and the adjoining districts of Burdwan. The number of laborers on the works is now on the whole considerably below that of those receiving gratuitous relief, and this disproportion may be expected to increase until the people begin to recover their normal condition.

3. The Narrative gives details of the expenditure of Government grain to date, and recapitulates the principles prescribed for its sale or distribution. It briefly reviews the state of affairs, the rise or fall of prices, and the prospects of the crops in the tracts more or less affected. The general result, as regards the weather and the crops, is exceedingly favorable in North-Eastern and South-Eastern Bengal and the whole of Behar, and in the rest of the country for the most part an unusually large yield of the autumn crops is anticipated; while even in the worst parts there is no reason to apprehend much less than an average crop on the whole, but rain is still required in South and Central Bengal. This view is confirmed by a later supplementary weather and crop statement, which we enclose. It will be observed that, while in some parts of the Burdwan and Presidency divisions the prospects are becoming more favorable, in others, and notably in Howrah and Hooghly, the deficiency below the normal rainfall is still marked. The Bengal Government has reported that no fresh famine deaths are known to have occurred during this fortnight.

4. We further enclose the *Oudh Gazette* and the Supplement to the *Allahabad Gazette* of the 8th instant, containing the latest weather and crop reports from those Provinces. These reports continue to be very satisfactory.

No. 29.

Letter from C. A. Elliott, Esq., Secretary to the Government of the North-Western Provinces, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 624 A, dated 17th August 1874.

With reference to paragraph 3 of your letter No. 1951, dated 6th June

Governor General in Council, copy of a letter, No. 225, dated 1st August 1874, and enclosures, from the Officiating Commissioner, Benares Division, from which it will be seen that the closing of relief works in the Goruckpore and Bustee districts in these Provinces has not brought about any emigration from those districts to the Chumparun and Sarun districts in Bengal.

ENCLOSURE I TO No. 29.

Letter from H. W. Dashwood, Esq., Officiating Commissioner of the 5th or Benares Division, to the Secretary to the Government of the North-Western Provinces, No. 225, dated 1st August 1874.

With reference to your endorsement No. 552 A, dated 22nd June 1874, regarding apprehended emigration to Bengal on the closing of the relief works in Goruckpore and Bustee, I have the honor to enclose the replies* of the Collectors of those districts.

2. The Collector of Goruckpore asserts with confidence that no emigration from his district resulted from the closing of the works. Some considerable time previous thereto the higher rates paid in Chumparun attracted a few men from the Nichloul road relief works.

3. The Officiating Collector of Bustee gives the same reply. He refers to a report made by a grantee, that numbers of people had disappeared from their villages. This would happen in any year of scarcity, and there is nothing to lead one to suppose that the people here alluded to have gone to Bengal.

ENCLOSURE II TO No. 29.

Letter from J. J. F. Lumsden, Esq., Officiating Collector of Goruckpore, to the Commissioner of the 5th or Benares Division, No. 336, dated 28th July 1874.

With reference to your No. 144, dated 26th June 1874, I have the honor to inform you that, after the most careful inquiries made through the tehsildars and police, and personal inquiries made by Messrs. Robinson and Stoker, who are stationed at Kussy and Mithoura, I am able to assert with the greatest confidence that the closing of the Goruckpore relief works did not lead to any emigration from this district to Bengal, although, as reported by me demi-officially, some considerable time previous to the closing of the relief works the higher rates paid in Chumparun attracted a small number from the Nichloul road relief works.

2. I beg to enclose copies of letters received from Messrs. Robinson and Stoker on the subject.

ENCLOSURE III TO No. 29.

Letter from A. Robinson, Esq., Assistant Magistrate and Collector, to the Officiating Magistrate and Collector of Goruckpore.

In reply to your docket No. 377, dated 23rd July 1874, I have the honor to inform you that I have made inquiries from the thannas and chowkeedars in the sub-division, and have ascertained that there has been no emigration to Sarun or Chumparun in consequence of the closing of relief works in this district.

ENCLOSURE IV TO No. 29.

Letter from T. Stoker, Esq., Assistant Collector, stationed at Mithoura, to the Officiating Collector of Goruckpore, dated 22nd July 1874.

With reference to your order endorsed on the Commissioner of Benares Circle's No. 144, dated 26th June 1874, covering the Secretary to Government of India's No. 1951, and the Secretary to Government, North-Western Provinces' No. 552 A, I have the honor to report that, from my own previous knowledge and after careful inquiry conducted both personally and through the tehsildars, I can state confidently that there has been no emigration of laborers from the relief works from this district into the adjacent districts of Bengal.

inconsiderable that it in no degree affected the works here, and could have had no perceptible effect on the Bengal relief operations.

The closing of the works here being simultaneous with the opening of the rains and the commencement of agricultural operations, the laborers on these works dispersed to their villages, and are employing themselves there in the usual way.

The professional beggars and adventitious poor are amply provided for in the work-houses.

ENCLOSURE V TO No. 29.

Letter from F. Elliot, Esq., Officiating Collector of Bustee, to the Commissioner of the 5th or Benares Division, No. 194, dated 20th July 1874.

With reference to the inquiry made in G. O. No. 1951, dated 6th ultimo, received under your endorsement No. 100, dated 26th ultimo, as to whether or not there is any reason to believe that the people of this district are emigrating to Chumparun, Sarun, and other Bengal famine districts, I have the honor to report that in my belief no such emigration has taken, or is taking, place from Bustee.

2. I have made inquiries not only through the tehsildars, but also from grantees residing in different directions, none of whom are aware of any movement of the sort.

3. The only at all doubtful reply received is that furnished by Mr. William Gibbon, whose grant is situated in the extreme north-east corner of pergunnah Benaikpore west, and who merely writes that no emigration has taken place from his own estate, but that numbers of villagers have disappeared from their villages in his vicinity, though he cannot say where they have gone to.

4. Of course in seasons of scarcity, such as the present, the poorer villagers frequently desert their villages on account of debt or in the hope of getting on better elsewhere, and on previous occasions a good many have found their way into Nepal; but it is not at all likely that the report of high rates of wages obtainable in Bengal can have reached such a remote part of the district as Benaikpore west and have drawn away the people without any corresponding movement elsewhere, and if any special emigration were going on, the grantees would not be ignorant of it.

5. The result of my inquiries confirms my previous impression, that it was only from parts of Goruckpore comparatively near Chumparun and Sarun (which adjoin it on the east) that any such emigration as that referred to occurred.

No. 30.

Précis of the Proceedings of the Executive Committee of the Central Relief Committee from 4th June 1874 to 11th July 1874.

Meetings were held on the 11th June, 22nd June, 2nd July and 6th July 1874. Up to the 1st July 1874 the receipts of the fund were—

	Rs.	A.	P.
Subscriptions	22,78,371	6	5
Government contributions	21,45,657	14	5
TOTAL	44,19,029	4	10

The Committee, finding that the funds placed at their disposal by the liberality of the public in England and in India enables them to do so, have undertaken to carry out the following measures of charitable relief in all the districts of Bengal where the people are suffering from the failure of last year's harvest, namely—

To provide useful employment for those people who are in need and are able to work by instituting minor relief works and providing other employment, such as spinning, weaving, husking rice, &c.

To provide in such manner as may be considered best in each particular locality for the relief of persons whose caste, usages, and feelings preclude the application of a labor test—women of good family and others—who may be in great distress. Relief for the class of persons

may be afforded either gratuitously, or partly gratuitously, by the sale of grain under the market rates, or, with due precautions, by the advance of money or grain to be subsequently repaid.

The Committee have also agreed to bear all charges for money allowances given in addition to grain doles everywhere—for all clothes and petty comforts given to paupers, and for all relief hospital charges in all districts. The Committee will also notify to all relief committees and relief officers their readiness to make grants for rebuilding houses, for buying cattle, and giving a small donation at the end of the famine to all absolute paupers.

The Government having undertaken the duty of providing food for the people in the districts of Tirhoot, Chumparun, Bhagulpore, Dinagepore, Rungpore and Maldah, where owing to the almost entire failure of the autumn and winter crops the effects of the famine are felt in their severest form, no charges will be incurred by the Committee for the purchase of grain in these districts, all that they may require for charitable purposes being supplied to them free of cost from the Government stores; but in other tracts, where the effects of the failure of last year's harvests are less severe, and the distress not so great, the Committee have agreed to devote a portion of the funds at their disposal to the purchase of grain for gratuitous distribution, in addition to undertaking the other measures of relief already enumerated.

The following statement gathers together in one view the total remittances made from the commencement up to the 1st July 1874:—

	February.	March.	April.	May.	June.	TOTAL.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Tirhoot	40,000	1,00,000	...	33,000	...	1,73,000
Chumparun	40,000	50,000	..	...	...	90,000
Saun	20,000	50,000	...	1,00,000	...	1,70,000
Patna ... ..	...	5,000	500	..	...	5,500
Gya ... ..	...	5,000	...	..	1,800	6,800
Shahabad ... ..	...	5,000	..	..	4,000	9,000
Monghyr	10,000	10,000	...	...	5,000	30,000
Purneah	20,000	30,000	...	...	...	50,000
Bhagulpore	20,000	...	..	...	...	20,000
Dinagepore	20,000	20,000	...	...	20,000	90,000
Maldah	10,000	10,000	..	5,000	10,000	35,000
Rungpore ... ..	..	25,000	...	50,000	...	75,000
Bogia . ...	...	15,000	...	18,000	18,000	51,000
Budwan ... ..	...	10,000	...	10,000	20,000	45,000
Beelbhoom .. ..	...	10,000	...	...	10,000	20,000
Hooghly ... ..	...	2,000	...	4,000	6,000	18,000
Howrah . ...	...	2,000	...	...	...	2,000
Bankoora ... ..	...	2,000	...	2,000	14,000	25,000
Midnapore ... ..	...	2,000	...	2,000	2,000	6,000
Manbhoom ... ..	...	5,000	5,000	5,000	10,000	30,000
Lohardugga ... ..	...	...	5,000	1,000	...	6,000
Rajshahye ... ..	...	...	3,000	20,000	...	23,000
Hazareebagh ... ..	...	...	...	5,000	...	11,500
Moorshedabad ... ..	...	...	...	20,000	21,100	41,100
Nuddea ... ..	...	...	...	..	5,000	5,000
Pubna ... ..	...	...	...	...	50,000	50,000
Jessore ... ..	...	...	...	...	500	500
Chief Commissioner of Oudh	...	...	...	..	7,000	7,000
TOTAL	1,80,000	3,58,000	13,500	2,88,500	2,55,400	10,95,400

Unfortunately, it has not yet been found possible to send in accounts of the relief and statements of the persons relieved from the districts of ...

and statements from the commencement of operations to the end of May :—

Statement of expenditure, and of the number of persons relieved, from commencement of scarcity up to 31st May 1874.

DIVISION.	DISTRICT.	Expenditure up to 31st May 1874			Daily average num- ber of persons relieved.
		Rs.	A.	P.	
Burdwan	Burdwan	36,922	12	8½	28,686
	Beerbhoom	20,516	4	7½	6,331
	Hooghly	9,087	5	8	9,168
	Bankoora	14,804	9	10	10,762
	Howrah	29	7	9	6
	Midnapore	14,007	0	0	730
Patna	Chumparun	10,117	10	3	16,297
	Patna	[Statements blank]			
	Gya	3,879	0	4	809
Bhagulpore	Shahabad	7,973	11	5	[Noreturns received.]
	Monghyr	17,513	1	1	4,214
Rajshahye	Maldah	14,554	1	10	[Noreturns received.]
	Moorshedabad	42,023	7	3½	[Ditto.]
Chota Nagpore	Lohardugga	1,213	4	5	208
	Hazareebagh	1,395	15	3½	7,188
Presidency	Nuddea	4,138	14	9	[Noreturns received.]

In addition to a grant of Rs. 20,000 made by the Committee for the relief of persons suffering from the effects of scarcity of food and high prices in the Burdwan district, the Committee have placed the sum of Rs. 5,000 at the disposal of the Commissioner for charitable expenditure on the fever-stricken people of that district, the whole of the funds raised by local subscription for this purpose having been exhausted.

In the last précis it was stated that the use of the Manchester funds was for the present in abeyance, pending a reference to the Manchester Committee as to whether the way in which the Central Committee proposed to use the money was consonant with the intentions of the subscribers. It was thought that if the Committee charged itself with all relief required beyond the bare support of life—a duty which had been undertaken by the Government—the wishes of the Manchester subscribers would be met. This expectation has been justified by the receipt of a telegram from Manchester agreeing to the Committee's proposals.

Replies have been received from the Relief Committees of the North-Western Provinces and Oudh to the offers of help made by the Central Committee. The North-Western Provinces Committee have no need of assistance at present, but propose to take advantage of our offer should the present season prove unfavorable to agriculture. The Oudh Committee made requisition for Rs. 7,000, which has been complied with.

The Chairman, the Hon'ble V. H. Scholch, C. S. I., having left Calcutta on privilege leave, the Hon'ble John Inglis, C. S. I., will during his absence be Chairman of the Executive Committee,

Statement of account on 1st July 1874.

				Rs.	A.	P.
Subscriptions to date	...	...	...	22,73,371	6	5
Government contributions	...	..	...	21,45,557	14	5
TOTAL				44,19,029	4	10
Drafts on treasuries	...	...	...	10,95,400	0	0
Refund of remittance from Saharunpore	...	...	...	1,804	12	0
Expenses	...	...	...	8,616	8	4
TOTAL				11,00,820	15	4
Balance at Bank	...	...	...	32,20,974	12	10
With Treasurer	...	...	...	2,488	4	8
				32,23,463	1	8
Outstanding subscriptions	...	...	...	94,745	4	0
TOTAL				44,19,029	4	10

No. 31.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 52, dated 25th August 1874.

We have the honor to forward the Twenty-fourth Special Narrative of the Drought in Behar and parts of Bengal, for the fortnight ending the 20th instant.

2. Since the receipt of the Narrative heavy rain has fallen and improved the prospects of the winter crop in parts of the south-central districts of Bengal, and we hope to hear that it has extended throughout those tracts of Burdwan, Rajshahye, Moorshedabad and South Tirhoot where the deficiency has been complained of. Of this we shall be able to forward further particulars by the next mail. Meanwhile, we enclose the supplementary weather and crop report, giving returns from some districts up to the 24th instant. As regards the Narrative, we would call your Lordship's attention to the gratifying fact that during the past fortnight there has been a decrease, on the whole, both in the numbers on relief works and in the recipients of charitable relief. No famine deaths have been reported.

No. 32.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 55, dated 8th September 1874.

We have the honor to forward the Twenty-fifth Special Narrative of the Drought in Behar and parts of Bengal, for the fortnight ending the 3rd instant.

2. From the enclosed supplementary weather and crop report, dated the 7th instant, your Lordship will observe that rain has fallen in some parts of the south-central districts in which the deficiency in the rainfall is especially noted in the Narrative, and that the area in which the transplantation of the winter crop is being retarded has been considerably diminished thereby. Throughout the Rajshahye division the fall has been heavy and very beneficial, and it may be hoped that the next return from Tirhoot also will be more favorable. In other respects there is little in the Narrative calling for remark. The aggregate number of laborers on relief works and recipients of charitable relief continues to decrease, and there have been no fresh famine deaths.

No. 33.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 57, dated 22nd September 1874.

We have the honor to forward the Twenty-sixth Special Narrative of the Drought in Behar and parts of Bengal, for the fortnight ending the 17th instant.

2. Your Lordship will observe that the Narrative confirms the favorable anticipations expressed in our last two despatches, and that as the weather throughout almost the whole province is said to have been everything that could be wished, the apprehensions entertained in the south-central districts and in parts of Tirhoot owing to the prolonged break in the rains have for the most part ceased. We also enclose the supplementary crop and weather report dated the 21st instant. The prospects of the winter crop, though still dependent on rain during the next four weeks, may now be considered to be, on the whole, very promising. In other respects, we have only to note that the aggregate numbers of laborers on relief works and of recipients of charitable relief continue to decrease, and that no fresh famine deaths have been reported.

3. We have received from the Government of Bengal the enclosed correction of some figures in the Twenty-fifth Special Narrative forwarded with our despatch No. 55 of the 8th instant, and we have to request that that Narrative may be altered accordingly. We also enclose a correspondence relative to the arrangements made for the receipt and despatch up-country of the rice purchased in Calcutta or ordered from beyond sea for the supply of the distressed

No. 34.

Letter from J. F. K. Hewitt, Esq., Officiating Junior Secretary to the Government of Bengal, Scarcity and Relief Department, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 5783 S.-R., dated the 22nd September 1874.

I am directed to submit for the consideration and orders of the Government of India, the accompanying copy of a minute recorded by the Lieutenant-Governor on the 19th September after visiting the districts of Hooghly and Burdwan.

No. 35.

Minute by the Hon'ble Sir Richard Temple, K. C. S. I., on relief operations in the districts of Hooghly and Burdwan, dated the 19th September 1874.

Having visited the districts of Hooghly and Burdwan during the current month (September), with a view to determining the nature and extent of the relief operations there under existing circumstances—as these are the two districts which have suffered from drought during the season of 1874—I have to record the following observations :—

In both districts the drought, during most of the days of August and the early days of September, caused some anxiety as regards the *aous* or autumn rice crop, and the utmost anxiety as regards the winter or *amun* rice crop. The failure which had become imminent was averted by the rains which fell after the first week in September; but the country is not yet out of danger, for the trouble would revive if the seasonable showers should cease falling. At the worst, then, it is quite possible that the failure so much dreaded may occur. At the best it will be found that some damage has happened to the *aous* crop, and will happen to the *amun* crop.

In Hooghly the yield of the *aous* will, it is hoped, prove fair on the whole. Though the average yield per acre may be less than 12 annas, the area sown is larger than usual, and therefore the aggregate quantity may prove equal to that of ordinary years. In Burdwan the *aous* will yield less; perhaps not more than eight annas.

In both Hooghly and Burdwan the transplanting of the seedlings for the *amun* is quite or nearly completed. But in most of the beds the seedlings available are less than usual, and many fields have been left unprepared by reason of the drought. Thus the yield in the two districts is not expected to be more than from 6 to 8 annas.

It is to be remembered that the deficiency of harvest this year is preceded by a similar misfortune last year, and in many tracts the year before that also. Further, the trouble of scarcity befalls a population depressed by a long persistent fever.

The fever has abated during this year, but notwithstanding the hopes of its cessation, the possibility of its re-appearance during this autumn must not be forgotten. Its consequences are sadly manifest in most parts of Burdwan, but less so in Hooghly.

In Burdwan, though there is one large zemindar (the Maharajah), yet the estates are permanently let to talookdars and sub-talookdars; and though the Maharajah does what he can, which represents something very considerable, still the condition of tenures is not generally favorable for the rendering of active assistance by landlords. There are non-agricultural classes (larger proportionably than in neighbouring districts) who specially suffer from scarcity. The district is chiefly dependent on the two rice harvests of the autumn and winter.

In Hooghly also there are some large zemindars who may render much aid. On the other hand, there is a large class of petty landholders who are never in easy circumstances, and who lack the sturdiness of peasant proprietors. The main consideration, however, is mainly this, that the rice crops (autumn and winter) do not cover much more than one-half, say less than two-thirds, of the cultivated area. The remaining one-third, and more, is covered with such produce as jute, oil-seed, sugarcane and vegetables. Indeed, a large part of the district is fast becoming a market-garden. In such tracts the population is (from 800 to 1,000 persons to the square mile). It is believed that in

ordinary years the district does not raise enough food-grain for its own consumption. The habit of importing food-grains being thus constant, there is less trouble in this than in most districts, when scarcity causes such importation to be very great. The advantages of trade and communication by rail and river are first-rate. On the whole, there is perhaps no district in Bengal better able to bear up against scarcity than Hooghly.

In Burdwan the distress began to manifest itself in the spring. During May there were 14,000 persons on charitable relief, and 8,900 persons on relief works; in all about 23,000 persons receiving assistance from Government. During June and July the rains were late in coming, and slight when they did come, and advances of food-grain began to be made to the cultivators. But sale of grain to the public was never undertaken. The highest number of persons receiving aid of all sorts amounted to 64,000. However, some good rain fell during the end of July and the beginning of August, and the cultivations advanced well enough, and the price of rice fell to 13 and 14 seers for the rupee. Then came the drought of August, during which time the cultivation fell back, and alarm took possession of the public mind. The effect was manifest in prices, which became as dear as 11 and 10 seers for the rupee in the interior of the district—in the dearth of employment in the field—in the difficulty of obtaining advances of grain from the village traders. Consequently the number of persons receiving assistance rather increased instead of decreasing. Indeed, the position of the district at the beginning of September was critical in the extreme from drought and disease year after year. At the worst, however, the highest number, 70,000, did not exceed $3\frac{1}{2}$ per cent. on the total population of two millions.

As already seen, affairs have now taken a favorable turn, and if showers shall descend from time to time, and if the fever do not break out in the autumn, the district may yet retrieve its misfortunes. In the meantime there are at this time of writing about 75,000 persons on the hands of Government, most of them being on charitable relief. Besides, there is a considerable number enjoying the benefit of advances of grain. The relief centres are numerous (130 in the whole district); there is a large staff of relief superintendents and inspectors, commanded by three first-rate native officers and one European officer deputed from Behar for this purpose.

The question then arises—is this amount of relief more than sufficient, or is it insufficient? If it be thought strange that such a question should arise, I have to observe that this district has for years been continuously distressed by sickness and, from time to time, by scarcity; has been long under relief, operations, and has been unavoidably subjected to the demoralizing and pauperizing influences which such operations, if long protracted, must produce. Elsewhere we have been glad to see how slow the people were to come on relief and how quick to leave it. Here, however, the symptoms are rather the reverse; and it is feared that many have learnt the art of imposture. In the very distressed districts of the north, some tracts were known to be quite helpless and to need relief on the largest scale that could be afforded; other tracts were known to have more or less escaped misfortune, and to require but little help. It was not known whether trade could or could not be depended upon. There were no complications arising out of endemic or epidemic disease. The course of the famine could be tolerably well foreseen; but these propositions could never be exactly affirmed of most parts of Burdwan. The tracts which had lost their crops or otherwise suffered, and those which had not, were interlaced and intermixed to a great extent. It was much more difficult to tell beforehand where to place the relief establishments, how to dispose the forces for resisting the trouble, and still more to discriminate the deserving or undeserving character of the many thousands of applicants for assistance. It is, therefore, not surprising that there should be differences of opinion on the questions I have noted above.

Some of the authorities, and notably the Collector, seem to apprehend that the relief now being administered may be more than is necessary, and certainly expect that it may be speedily diminished. On the other hand, the native officers at Culna and Cutwa, the two principal relief stations, doubt whether the relief is even sufficient, and apprehend that there may be some distress (though not of a severe type) unrelieved. Dr. French, who as Medical

Inspector has specially visited all the 130 relief centres, and whom I consider to be the best witness we can have, considers that the relief is not at all more than enough, and may have to be persevered in for many weeks to come.

So far as my own information goes, I believe that the recipients of relief are never able-bodied persons, but women and children, and infirm persons. Their appearance and condition are good, such as might be expected after the administration of so much relief. The children specially look well, and they are affirmed by competent testimony to have been miserably emaciated when they first came under treatment; still there are many poor creatures, victims of disease, melancholy to behold. Taking all these persons together, I anticipate that most of them would, if now discharged, relapse into distress and emaciation, and it seems to me to be only prudent to rely on Dr. French's testimony.

Still, while duly regarding native testimony, I perceive a tendency in this district to make the largest estimates of distress which the facts would justify, and I have deemed it advisable to strengthen the hands of the Collector by deputing two additional European relief inspectors (officers of experience in the northern districts) to examine all the depôts to see that discharge of recipients is enforced as soon as it safely can be carried out.

In Hooghly the distress was slight during May and June: it slightly increased when July threatened to be a dry month, and it rose rapidly when drought set in during August. At the beginning of September total failure of the rice crop was anticipated: the price of rice rose to 10 seers for the rupee in the interior of the district. The number of persons receiving assistance of all kinds amounted to upwards of 50,000—about $5\frac{1}{2}$ per cent. on the population of 760,000. This number would have risen, day by day, if rain had not fallen after the first week of September. The field-work, for weeks suspended, is now resumed; and thus some thousands of recipients have been discharged. The Collector considers that the present number, about 45,000, may be gradually reduced; and as the tendency of native opinion in favor of very liberal relief seems to be the same here as in Burdwan, I have deputed a special European inspector (an officer of tried ability) to visit all the depôts at once, with a view to reduction of numbers so far as that may be safely possible.

The Collector has granted some few applications of ryots for advances of grain: about 1,000 maunds, or 36 tons, have been advanced; he is anxious to advance about 2,000 maunds in addition. There are, he reports, certain tracts in the district where the village grain-dealers have broken down from losses on their transactions during the scarcity, and where the ryots really cannot obtain the grain which they need for paying their field laborers, and without which the cultivation must suffer. I have warned him to be careful not to advance any grain, save under circumstances which preclude the applicant from obtaining it by ordinary transactions, and to restrict the advances within the narrowest limits.

In both Hooghly and Burdwan there may probably be an interval between the autumn field-work and the winter harvesting, when many persons will be out of work and not able to sustain themselves under the high prices which must last till the December produce shall come to market, hence there may be some slight accession to the relief works for a long period.

Again, in both Hooghly and Burdwan, it is to be recollected that of the recipients of charitable relief, a large portion consists of those who in ordinary times always subsist on private charity in the villages, for there are no towns in the interior of these districts. During the scarcity, the humble and rustic donors, themselves straitened, are obliged to refuse the usual pittance. But as soon as prices become cheap with returning plenty, no time will be lost in sending back the poor people from the public relief-houses to the resources of private charity. That these resources will not fail, but will be available as much as ever, I fully believe, notwithstanding the opinion of many to the contrary.

The supply of Government grain to the districts of Hooghly and Burdwan may be thus stated up to the 7th September:—

			Mds.	Tons.
Hooghly	...	...	54,000	1,935
Burdwan	...	...	2,47,000	9,080
TOTAL			3,01,000	11,065

The requirement for what may, I hope, prove to be the remaining period of the distress, may be calculated as below.

Assume the present number receiving relief to be—

In Burdwan	...	...	75,000
„ Hooghly	...	...	45,000
TOTAL			1,20,000

	Number of persons to be fed for one day
Taking the whole number as requiring relief for ten days of September, we get	1,200,000
Taking two-thirds of the total as requiring relief for October, we get	2,400,000
Taking one-half of the total for November, we get	1,800,000
Taking one-quarter of the total for December, we get	900,000
TOTAL	6,300,000

or at two-thirds of a seer per head daily ... = 105,000 mds. = 3,860 tons.

Estimated quantity of grain required from Gov-
ernment up to end of the year, or, say, to allow
for wastage ... 4,000 tons.

I trust that the Government of India will allow us to reckon on obtaining at least the above quantity, which seems moderate, from the reserve at its disposal at the presidency.

In conclusion, I bear in mind that these calculations may be upset if the showers usual in September and October were from the present date to be withheld. The partial failure which seems to be inevitable might thus be turned into total failure. But situated as these two districts are in the midst of our best trade routes, the effect even of total failure must depend on the condition of neighbouring districts. Hooghly certainly, and perhaps Burdwan too, would escape general distress if the harvest in Bengal generally shall prove good.

No. 36.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of Bengal, No. 2567, dated 28th September 1874.

I am directed to acknowledge your letter No. 5783 S.-R., dated the 22nd instant, submitting a minute recorded by His Honor the Lieutenant-Governor on the 19th idem, after visiting the districts of Hooghly and Burdwan.

2. In reply, I am desired to say that hitherto the supply of food-grains in some parts of Hooghly and Burdwan has been reported as deficient, and that the Government has deemed it necessary to send a limited supply of rice to those localities. The condition of affairs is now beginning to change. The autumn crop is in many parts coming into the market, and although the prospects of the winter crop are not good in Hooghly and Burdwan, there is every hope of good crops in the neighbouring districts, from which supplies can be drawn. Under these circumstances, the Governor General in Council is of opinion that any further despatch of Government rice to Hooghly and Burdwan will generally be unnecessary.

3. It has been part of the policy of Government to maintain in reserve a supply of rice over and above the estimates of actual requirements, and it has already been found necessary to draw on this reserve to a considerable extent. Moreover, His Excellency in Council has always been desirous to interfere as little as possible with trade, and His Honor is well aware that it is essential that, as soon as the supplies locally available in the hands of traders are sufficient to meet local wants, the despatch of Government grain should cease. His Excellency in Council considers it a matter of minor importance that some surplus stock should be left upon the hands of Government: it was always contemplated that this would be the case.

For the future, therefore, the Governor General in Council is of opinion that any supplies required by local officers or relief committees in Hooghly and Burdwan may be purchased locally. Should this course, however, be open to objection in any special case, I am to request that His Honor the Lieutenant-Governor will be good enough to make a special report on the subject.

No. 37.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, with the Lieutenant-Governor on tour, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 838 T.-F., dated 2nd October 1874.

I am directed to acknowledge the receipt of your letter No. 2567, dated 28th September, and to submit that the Lieutenant-Governor had, previous to the receipt of these orders, instructed the Commissioner of Burdwan and the Magistrates of Hooghly and Burdwan to act in the manner prescribed by your letter.

2. The Lieutenant-Governor does not anticipate that there will be any difficulty in carrying out the orders now issued ; but if difficulty should arise, he will avail himself of the permission accorded in the last paragraph of your letter, and will submit a special report.

No. 38.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of Bengal, No. 2597, dated 3rd October 1874.

After conferring with His Honor the Lieutenant-Governor, the Governor General in Council considers that the transmission of a fortnightly special narrative to the Government of India may now cease.

2. I am to request that, under the orders of His Honor, a general report on the relief operations since their commencement may be submitted to the Government of India at the end of October, or as soon after as may be convenient. If it be found impossible to give full and completely accurate statistics for all details so early as the end of the current month, His Excellency in Council would wish to receive the nearest approximations possible, rather than that any considerable delay should occur in the submission of the report.

No. 39.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of Bengal, No. 2598, dated 3rd October 1874.

In reply to your letters Nos. 5976-7 S.-R., dated the 1st instant, I am directed to say that the periodical reports regarding death from starvation and the Government Bengalee Translator's famine notices need no longer be submitted.

This order is not intended to interfere with the submission of a special report in case of any death from starvation during the present relief operations, or in case of any extract from the native papers that may be considered worthy of being separately brought to the notice of the Government of India.

No. 40.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 6038 S.-R., dated 5th October 1874.

I am directed to enquire if the submission of the weekly statement of relief operations may now be discontinued. The return is prepared from figures given in the district fortnightly narratives, and it is believed that they are no longer required by the Government of India. If the weekly return is still required, it will be necessary to issue special orders for the submission from the distressed districts of the information which it embodies.

No. 41.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Officiating Secretary to the Government of Bengal, No. 2602, dated 6th October 1874.

In reply to your letter No. 6038 S.-R., dated the 5th instant, I am directed to request that the submission of the returns of relief operations in Bengal may be continued until such operations close altogether; but it will henceforth suffice if the returns be sent in fortnightly, instead of weekly as at present.

No. 42.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Officiating Secretary to the Government of Bengal, No. 2603, dated 6th October 1874.

Statements have appeared in the public journals to the effect that the Rev. Mr. Beorresen has been entrusted with the distribution of relief in the Sonthal Pergunnahs on behalf of Government, and that he has coupled the distribution of that relief, which is provided from the public funds, and should be given entirely irrespective of any distinctions of creed, with some condition obliging the recipients to receive religious instruction from him, or to take part in some religious service.

2. Such a proceeding would have been so entirely opposed to the well-known policy of the Government of India, that the Governor General in Council trusts that there is no foundation for the report; but His Excellency in Council wishes to receive a full statement of the amount of rice or money placed by the officers of Government at the disposal of Mr. Beorresen, and of the conditions under which it has been distributed by that gentleman, showing whether there has, or has not, been any connexion whatever between the distribution of relief on behalf of Government and the missionary labor of Mr. Beorresen.

No. 43.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 58, dated 9th October 1874.

In continuation of our despatches relative to the drought in Behar and parts of Bengal, we have the honor to state for the information of Her Majesty's Government, that owing to the present aspect of affairs in the recently distressed districts, we have considered it unnecessary to require the further submission of special narratives, and we have called for a final report on the relief operations since their commencement. A copy of our orders is enclosed.

2. We have consequently no narrative to forward by this mail, but we are able to assure your Lordship that matters are progressing very satisfactorily. From the enclosed *Calcutta Gazette* of the 7th instant it will be seen that the rainfall has continued, and that almost throughout the whole province the weather has been most favorable. The prospects of the main crop of the year are now generally secure; in many districts the outturn is expected to be above the average, and lands are beginning to be prepared with good promise for the cold weather sowings. Our last return, dated the 2nd instant, of laborers on relief works and of those gratuitously relieved is 270,650 and 358,466, respectively, against 331,982 and 476,248, the numbers shown in the last narrative, and we anticipate a rapid diminution in these numbers as the season advances. The Lieutenant-Governor is still in Behar engaged in reducing establishments and in breaking up the large organization recently employed in the work of relief. Already much has been done in this direction; in most circles the sub-circles or groups have been abolished, and the ministerial officers attached to them discharged. The Lieutenant-Governor considers that all the circles also of relief may now be broken up, and the officials engaged in them permitted to return to their ordinary duties. Only one or two central circles will be retained to provide for the general winding up of affairs and the adjustment of accounts, and to guard against any unforeseen emergency. The Lieutenant-Governor's expected report will contain full details of these arrangements, and will be forwarded to your Lordship in due course.

3. As statements have appeared in the public papers relative to the employment of the Rev. Mr. Beorresen, a Danish missionary, in relief operations in the Sonthal Pergunnahs, we enclose our letter on the subject to the Government of Bengal, and we will forward the reply on receipt.

No.44.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Secretary to the Government of India, Department of Revenue, Agriculture, and Commerce, No. A, dated 13th October 1874.

I am directed to solicit the orders of the Government of India in regard to the disposal of surplus Government grain in the districts that were recently distressed.

2. Owing to the goodness of the autumn crops, the Lieutenant-Governor will be able to close relief works and relief operations over the greater part of the distressed tracts by the 15th or 31st October. In some of the worst districts skeleton establishments will be maintained until the end of November. In the Burdwan and Hooghly districts, relief on a considerable scale may have to be given for some time longer. But the expenditure of Government grain during the latter part of October and during November will not be large, provided the season continues as favorable as it now promises.

3. On the 15th of September stock was taken of all the bags of Government grain then in store, and it was found that the total amounted to 24½ lakhs of maunds of grain, or about 90,000 tons. This quantity may be classified as follows.—

- (a).—Estimated grain expenditure on relief operations from the 15th September and onwards, 6 to 7 lakhs of maunds, or about 23,000 tons.
- (b).—Scattered about the distressed districts in small quantities and in many hundreds of petty granaries, 7 to 8 lakhs of maunds, or about 28,000 tons.
- (c).—Collected in considerable quantities at central depôts, 10 to 11 lakhs of maunds, or about 39,000 tons.

4. In regard to the second or (b) sub-division of the grain stocks, the Lieutenant-Governor, after consulting with the Commissioners of the several distressed divisions, decided that it would be costly and wasteful to transport all these scattered quantities into central depôts, and it seemed very desirable not to enter on a new set of transport operations. At the same time, if these inconsiderable quantities of grain were sold locally, such sales would benefit the people; a fair price would be obtained, and Government would not be put to any further charge. Accordingly, His Honor directed that such small scattered quantities should be sold locally to the best advantage as soon as the local officers were quite satisfied that no more Government grain would be required for relief purposes in the neighbourhood of these petty granaries.

5. In regard to the third or (c) category, in quantity about 39,000 tons collected in considerable quantities at large depôts, the Lieutenant-Governor has directed the local officers not to dispose of it without the previous orders of Government, and the object of the present reference is to ascertain what these orders should be.

6. At one time it had been suggested that the surplus Government grain left at the end of the famine should be expended in paying laborers employed in completing relief roads and relief works under the additional Chief Engineer, Colonel Trevor (see the Lieutenant-Governor's minute of the 2nd July). But prices have already gone down considerably, and the cheap autumn grains have come into the market at such prices that Government rice would have to be paid to laborers on ordinary roads at very low rates, and the rates for such fragments would have to be made cheaper still after the winter crop had been harvested; whereas, owing to the extreme lowness of the stocks of the better sorts of rice, it seems probable that the Government stocks of rice if now sold locally would realize all round from 1½ to 1¾ rupee per maund.

7. If these stocks are now sold, they will, the Lieutenant-Governor estimates, yield from 40 to 50 per cent. more than they would be worth for payment to laborers between the present time and March next. Moreover, all the grain so sold would probably stay and be consumed in the recently distressed tracts, and would cause a perceptible relief to the middle classes, who do not ordinarily consume the coarse autumn grains.

It is not possible precisely to estimate what the Government stocks under consideration would now fetch if sold locally, but the Lieutenant-Governor would hope that 11 lakhs of maunds if sold between October and November might perhaps fetch 18 lakhs of rupees (£ 180,000); whereas the same quantity used in payment for laborers between October and March would hardly be worth 12 lakhs (£ 120,000) of silver. Perhaps, under the circumstance of its being used for payment in kind, it might fetch even less.

8. If the foregoing estimate should be approximately or relatively correct, then it is clearly better for the public treasury to sell the surplus grain in the famine districts as soon as Government is satisfied that such grain is not required for relief purposes rather than to retain it for use in paying laborers. If the grain is to be sold, it certainly should be sold locally, so as to avoid all charges for transport, and so as to supplement the food-stocks in the very part of the country where they are lowest. Such sales would not restrain trade; for it has been confidently reported from all sides that no private importation of food into the recently distressed districts is going on. Indeed, there is every anticipation that, if the winter harvests turn out as well as they promise, the great rice districts will next spring export rice largely as they do in ordinary years. The addition of the Government surplus to the depleted food-stocks will enable dealers to recur with less apprehension to their ordinary export trade.

9. The Lieutenant-Governor would therefore recommend that he be permitted to authorize local officers to sell locally to the best advantage the Government surplus stocks in large depôts as soon as they are satisfied that the safety of the people does not require their retention. His Honor fully bears in mind that advantage must not be taken of the authority to sell the reserve remaining in these districts until we are sure that there is no chance of its being wanted for its original purpose.

10. The Lieutenant-Governor is not certain whether his opinion is required regarding the disposal of the Government reserve of grain in Calcutta. He would submit, however, that if the sale of these stocks a month earlier or a month later does not greatly affect their selling price, then their disposal had better be postponed until it is certain that all danger to the ensuing winter crop is past. Stocks over the whole of Bengal are so much depleted, that the people have little more than the crop in the ground to look to for their support during 1875. Accidents, such as widespread inundations or storms, might occur, and the Government might have again to temporarily supply food to the people in particular places. The Lieutenant-Governor hopes that nothing of the kind may occur. But in lieu of such possibilities, His Honor would advise the postponement of the sale of the reserve until such time as the winter crop is quite secure. If such postponement were to involve heavy loss to the Government, then the aspect of the question might be altered. The Lieutenant-Governor would prefer that the reserve were not sold until he is able from the telegraphic intelligence he receives from all parts of Bengal and Behar to assure the Government of India that the winter rice crop of Behar and of Northern Bengal is practically secure.

No 45.

Letter from A. C. Lyall, Esq., Under-Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Officiating Secretary to the Government of Bengal, No. 2632, dated 23rd October 1874.

I am directed to acknowledge the receipt of your letter No. A, dated 13th instant, relative to the disposal of surplus Government grain in the districts which have until recently been suffering from dearth. In reply I have to say that the Governor General in Council approves the directions issued by His Honor the Lieutenant-Governor for the disposal of the surplus stock which remains in petty granaries scattered throughout these districts, the quantity of which is estimated at about 28,000 tons.

2. His Excellency in Council also agrees to the plan of disposing by local sale in the famine districts of the surplus Government grain which is expected to remain in the central depôts as soon as the Government is satisfied that the grain is not required for relief purposes. The quantity of this surplus

grain is estimated at about 39,000 tons, and the arrangement of the time at which, and the manner in which, the sales shall take place, are left to His Honor to determine.

3. In paragraph 10 of your letter you mention the question of the disposal of the Government reserve of grain in Calcutta. The enclosed copy of an advertisement, which appeared in the *Gazette of India* of 17th October 1874, will show the steps that have been taken to dispose of the remainder of this reserve.

4. I am, however, to request that care may be taken to retain in the local granaries in the distressed districts a sufficient reserve of grain to meet any unexpected demand that may be caused before the winter crop is gathered in by the damage or destruction of the crops upon which the people mainly rely for food through such contingencies as those to which His Honor the Lieutenant-Governor refers as being even now possible.

5. The views of the Government of India with regard to the manner in which relief operations should be carried on in the Hooghly and Burdwan districts have already been communicated to the Government of Bengal in the letter quoted in the margin, and the same observations will apply to any relief which may be required in other districts to which supplies of grain have not hitherto been sent.

6. The Government of India, however, looking to present prices and the prospects of the next harvest, do not anticipate that it will be necessary that any more rice shall be supplied by the direct action of Government for the sustenance of laborers employed on relief works, or for charitable relief in those districts.

No. 46.

Letter from the Secretary to the Central Relief Committee, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 351, dated 6th November 1874.

I am directed by the Chairman, on behalf of the Central Executive Committee, Famine Relief Fund, to forward the accompanying copy of a resolution passed by the above Committee at a meeting held on the 5th instant, and to request that you will be good enough to accord your consent to the appropriation of a portion of the funds contributed by the Government of India as proposed by the Central Committee. An early reply is requested, as the want of assistance is said to be urgent :—

“ Resolved that, as it is reckoned that there will be a large surplus after paying all demands arising from famine, the grant of a sum of money to relieve sufferers by the cyclone will be a fit object on which to expend a portion of the balance in hand, provided that the expenditure be limited under conditions satisfactory to the Committee.”

No. 47.

Letter from C. J. Lyall, Esq., Under Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Central Relief Committee, No. 2684, dated 7th November 1874.

In reply to your letter No. 351, dated the 6th instant, I am directed to state that the Governor General in Council is pleased to sanction the proposal made by the Central Relief Committee to appropriate a portion of the surplus famine relief funds to the relief of the sufferers from the effects of the late cyclone.

No. 48.

Letter from C. Bernard, Esq., Officiating Secretary to the Government of Bengal, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 6561 S.-R., dated 7th November 1874.

It will be in the recollection of the Government of India that the practice of advancing grain to ryots, which during the last four months

* No. 604, dated 15th December 1878.

has been so important a feature in the relief operations, was first proposed in your letter* conveying His Excellency the Viceroy's impressions and views after his visit

to Behar. In that letter it was suggested that hereafter some legislative provision for securing the repayment of these advances might have to be made.

2. The advances of grain made to zemindars and ryots under the principle originated in the above-mentioned letter have now amounted to over 29,34,000 maunds (108,000 tons), valued at close upon £700,000. The Lieutenant-Governor believes that these advances have been of the greatest possible benefit to the afflicted districts; for by them nearly half a million families have been supported or helped over the rainy months, while small occupiers of land have been enabled to hire field laborers, and so to secure a crop this season on lands which would not otherwise have been cultivated for want of labor.

3. The benefit done by these advances is, however, a separate matter. The present question before the Lieutenant-Governor is the recovery of the value of these advances. In some districts a part of the advances has been made on the security of, or through the zemindars; but the greater part has been made direct to the ryots, either through the indigenous village agencies, or through Government officials on their joint personal security, or on such security as they could offer; but these last-named cases form but the larger portion.

4. After consulting several of the principal district officers and the commissioners of the distressed tracts, the Lieutenant-Governor does not recommend any legislation to compel the zemindars to realise these advances on behalf of Government. It is said that the ryots themselves would prefer to remain the debtors of Government—which charges no interest and makes no surcharges—than to have their grain advances made over to the zemindars for collection; and however this may be, the Lieutenant-Governor does not see any sufficient ground of necessity or expediency, such as would lead him to trouble the legislature to lay on the zemindars the obligations to realise these grain advances.

5. But although it may not be advisable to throw this burden upon the zemindars by special legislation, yet most of his officers have pressed upon the Lieutenant-Governor the desirability of legalising the collection of these advances by summary process from the people who received them. It is reported on all sides that the great majority of the ryots who took advances are ready and willing to repay them by the instalments fixed by Government. Already repayments of these advances have been voluntarily tendered by ryots of two districts before the earliest instalment fell due.

6. But among so great a body of men there must be some individual recusants who will evade repayment if possible; and the advances were in many districts made with a degree of expedition which may have precluded the fulfilment of all the needful legal formalities. Such haste may have been absolutely unavoidable; for it was necessary to give the grain to the ryots and let them return to their fields as rapidly as possible. If the ryots had all been compelled to engross their bonds on stamped paper, and to register them, the business would have been so heavy and tedious that the men's families might have starved, or the critical weeks for sowing or transplanting the rice might have passed away; and so it occurred that in a very great many cases the deeds securing the repayment of these grain advances are neither stamped nor registered.

7. The Lieutenant-Governor and several of the principal officers in the distressed districts have carefully considered, and in some places have put to the test of experiment, whether these deeds could be stamped and registered retrospectively. It was found that the business would be so heavy as to cause a serious inconvenience to the people; and also it appeared that even if retrospective registration, &c., were practicable, the cost and loss of time involved to the people in the operation would form a very substantial addition to the burdens now lying upon them: accordingly it was decided to forego the retrospective registration of these bonds.

8. As matters now stand, the only remedy against a recusant or dilatory ryot who fails to repay his advances, is a suit in the civil court. The courts cannot pass decrees in favor of Government on bonds which may not be fully valid under the Stamp and Registration Acts; and even if decrees were obtained in such cases, the law costs would be a very serious addition to the amount a ryot would have to pay. As a rule, the amount of grain advanced to a ryot averaged from four to eight maunds of grain (worth from ten to twenty

rupees), and the costs would be out of proportion to the value in suits for instalments of petty sums like these.

9. Mr. Bayley, Commissioner of Patna, and Mr. Robinson, Additional Commissioner of Rajshaye, have both recommended that an overdue instalment of these advances be declared by law to be a "demand" within the meaning of section 1 of Bengal Act VII of 1868 : the other officers whom the Lieutenant-Governor has consulted agree that this would be the best mode of securing the smooth collection of these advances. Already other Government claims, somewhat similar in character to these advances, are realisable as arrears of "demand;"—such, for instance, as costs in partitions of land, costs of embankments constructed by Government on behalf of landholders, and advances for land improvements.

10. The procedure for recovery in these cases is briefly thus : When there is an arrear, the Collector draws up a certificate of the fact, and issues a notice to the defendant, who has one month's grace for objections ; the certificate then has the effect of a civil court decree, and the arrear can be realised by any of the methods provided for execution of decrees by the Civil Procedure Code (Act VIII of 1859). The procedure, therefore, is by no means harsh ; it is comparatively inexpensive, and it is well known to the people.

11. If the Government of India were pleased to approve of the Lieutenant-Governor's introducing into the Bengal Council a Bill for making arrears of grain advances realisable as arrears of "demand," as above explained, then the Lieutenant-Governor would take advice whether there would be any necessity for a clause authorising the Collector to prepare his certificate (section 18 of Bengal Act VII of 1868) without reference to the fact whether the deeds covering the advances were or were not sufficiently stamped and registered. Probably it will be found that the wording of section 18, which leaves the preparation of a certificate to the discretion of the Collector, would permit him to prepare his certificate without regard to the technical invalidity of the bonds for the advances.

12. Further it would have to be considered whether zemindars, who took from Government advances on behalf of, or became security for advances to, their ryots, ought not to have some legal powers for realising such advances without recourse to the civil courts. Perhaps this could be best done by declaring arrears of such advances due to zemindars to be "an arrear of rent" within the meaning of section 21 of Bengal Act VIII of 1869.

13. The two matters mentioned in the next two foregoing paragraphs can be settled by the Lieutenant-Governor and his Council when the Bill containing the greater matter is brought forward ; and the object of the present reference is to learn whether the Government of India would be pleased to approve of the Lieutenant-Governor's proposing to his Council legislation of the kind proposed at paragraphs 9 and 10 of this letter.

No. 49.

Letter from C. J. Lyall, Esq., Under Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of Bengal, No. 2705, dated 16th November 1874.

I am directed to acknowledge the receipt of your letter No. 6561 S.-R., dated the 7th instant, and in reply to state that the Governor General in Council approves of the proposal to introduce into the Bengal Council a Bill for making the repayment of grain advances realisable as arrears of "demand" under Act VII (B. C.) of 1868.

No. 50.

Despatch from the Governor General in Council, to Her Majesty's Secretary of State for India, No. 59, dated 20th November 1874.

In reply to your Lordship's despatch No. 30 (Revenue), dated the 21st May last, we have the honor to state that the Famine Fund of 1861 has no balance left which could be applied to the relief of the distress in Bengal.

2. The sums remitted from England on account of the famine of 1861 amounted to Rs. 13,84,542-14-10, and were received in this country as follows :—

		Rs.	A.	P.
By the Government of India	...	1,46,317	15	3
„ „ of Bombay	...	5,70,105	4	3
„ Executive Committee, Famine Relief Fund, Calcutta		6,68,119	11	1
TOTAL		13,84,542	14	10

3. The amounts received by the Governments of India and Bombay direct from England, and the local subscriptions received at Government treasuries in Bengal, the North-Western Provinces, Punjab and elsewhere, were all made over in bulk to Executive Relief Committees ; and as these gross amounts were not passed through the Government accounts, their expenditure has not been recorded therein. An account of the expenditure by Relief Committees is, however, given in a paper published by the Secretary to the Executive Committee of the Famine Relief Fund, Calcutta, and a copy of this paper is herein enclosed.

4. The balances which remained after completion by Relief Committees of their disbursements were paid into Government treasuries. These balances were the unspent portions of the total subscriptions for famine relief both in England and India, and were not the overplus of the subscriptions from England alone, these last not having been disbursed separately but having merged in the general fund.

5. Of the balance received in the Calcutta treasury, a portion was re-

	Cash	Government securities	TOTAL
	Rs. A P	Rs A P	Rs. A P
Originally paid into Government treasuries	82,405 12 7	2,07,800 0 0	2,90,205 12 7
Subsequently received from the Punjab		4,25,300 0 0	4,25,300 0 0
TOTAL	82,405 12 7	6,33,100 0 0	7,15,505 12 7
Remittance to England for Lancashire relief	82,405 12 7	1,14,700 0 0	1,97,105 12 7
Balance made over to Bengal Government on account of Orissa famine		5,18,400 0 0	5,18,400 0 0

turned to England for the relief of distress in Lancashire, and the remainder was expended in relief operations during the famine in Orissa, as will be apparent from the statement given on the margin.

6. The balances received into the treasuries at Allahabad and Lahore amounted to Rs. 2,12,200 in cash and Rs. 2,70,000 in Government secu-

rities. Of the former sum, which was held at Lahore, Rs. 1,42,300 were made over to the Government of the Punjab for the relief of distress in 1869; and the balance, together with the balance held at Allahabad, was appropriated in meeting pensions to orphans who were left destitute by the famine of 1860-61.

7. After eight or nine years of such payments it was found that the capital value of the pensions still in course of disbursement exceeded the assets that remained of the famine fund on the books of the Accountants General in the North-Western Provinces and the Punjab, and those assets, including the unspent balance of the money made over to the Punjab Government in 1869, were credited to the general revenues as an insufficient set-off to the corresponding pensions, which were charged thenceforth to the general revenue.

8. An uninvested sum of Rs. 18,002-11-2, at the credit of the consolidated Famine Relief Fund of 1860-61 in the books of the Comptroller General, was credited to the general revenues in 1872-73.

No. 51.

Letter from Major J. Graham, on special duty, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 2032, dated 29th December 1874.

I have the honor to report for the information of Government, the sale this day of the rice marginally noted. The amount realised was Rs. 2,38,550.

41,000 two-maund bags	}	Burma rice
13,000 one " "		
33,000 two " "		Madras "
1,000 " " "		Saigon "

2. The net quantity of Burma rice sold (after deducting the loss ascertained by weighments) was maunds 90,357, about 3,319 tons, which realised Re. 1-7-11 per maund, or Rs. 40-11-2 (say £4-1-7½) per ton.

3. The net quantity of Madras rice sold was maunds 62,777, about 2,306 tons, which brought Re. 1-9-7½ per maund, or Rs. 43-9-11 (say £4-7-3) per ton.

4. The net quantity of Saigon rice sold was maunds 1,939½, about 71½ tons, which brought Re. 1-7-7½ per maund, or Rs. 48-2-3 (£4-0-3) per ton.

5. As I am finding a number of damaged bags in the ground tier of the stacks,—as I anticipate finding a considerable number of nearly empty bags among the Madras rice, and knowing that some mistakes must have occurred in the hurried receipt and despatch of so many millions of bags, I was naturally afraid of selling more than I would have available for delivery, especially of any particular kind of rice. I therefore considered it advisable to keep a margin to meet these deficiencies, and this probable balance I sold at the auction by the bag to be delivered after all the other lots had been issued more

		Rs	A	P	or less as might be forthcoming of each kind.
Burma two maund bags		3	0	0	These balances brought the higher prices which
one " "		1	8	0	have been realised during the sale. The pro-
Madras, two " "		3	0	0	bable amount which will be realised by these
Saigon, " " "		3	7	0	balances will be about Rs. 18,000.

The higher prices realised at to-day's sale are attributed in some degree to telegrams from Europe of higher prices prevailing there, but principally to the extended time for the removal of the rice which (though it is not expected that it will be much availed of) has freed purchasers from being so entirely at the mercy of the steam agents.

PART II.

RESOLUTION OF GOVERNMENT, LETTERS AND REPORTS.

EXTRACT from the Proceedings of the Government of India in the Department of Revenue, Agriculture and Commerce, Nos. $\frac{1}{53-71}$, dated the 18th February 1875.

READ—

Letter from the Government of Bengal, of the 21th November 1871, submitting copies of two Minutes regarding the services of Government Officers, and of non-official residents, during the recent scarcity in Bengal and Behar (published in Special Supplement to *Calcutta Gazette* of 25th December 1871).

Letter from the Government of Bengal, of the 5th December 1871, submitting copies of a Minute recorded by the Lieutenant-Governor of Bengal on the scarcity in Bengal and Behar during 1873-71, and the measures taken to alleviate the distress caused by it.

Letters from the Government of the North-Western Provinces, of the 1st, 11th, and 20th of January 1875, forwarding reports on the scarcity of 1873-74 in certain districts of the North-Western Provinces, with a brief narrative of the scarcity so far as it affected those Provinces, and the remarks of the Lieutenant-Governor on the conduct of the civil officers engaged in relief operations. (The letter of January 20th will be published in a separate volume).

Letter from the Government of the North-Western Provinces, of the 11th of February 1875, forwarding the report of the Central Famine Relief Committee, North-Western Provinces.

Letter from the Chief Commissioner of Oudh, of the 16th October 1874, submitting a copy of a letter, with enclosures, from the Commissioner of the Fyzabad Division, together with a summary of the measures taken in the northern parts of the Province of Oudh in order to avert famine. (The letter from the Commissioner of Fyzabad, with the enclosures, will be published in a separate volume).

Preliminary report by Lieutenant-Colonel C. M. MacGregor, Director of Transport, of the 19th of October 1874, on the operations of the Transport Department in Behar (published in the *Gazette of India* of 19th December 1874).

Report by Lieutenant-Colonel F. S. Taylor, R. E., Consulting Engineer to Government for Guaranteed Railways, of the 23rd December 1874, on the traffic operations of the East Indian Railway in 1873-71.

Reports by Major J. Graham, on special duty, of the 1st of August 1874 and 4th of February 1875, on the arrangements made for the receipt, despatch, and sale of Government rice in Calcutta.

Statement showing the quantity of rice (distinguishing table and other kinds), paddy, wheat, gram, and other food-grains exported from the Presidency of Bengal in the 12 months from 1st October to 30th September of the years 1872-73 and 1873-74.

1. The Governor General in Council has read, with all the attention which the importance of the subject deserves, the Minutes of the Lieutenant-Governor of Bengal, the narrative received from the Lieutenant-Governor of the North-Western Provinces, and the letter of the Chief Commissioner of Oudh, giving an account of the measures adopted in consequence of the failure of the winter crop of 1873-74.

2. Sir Richard Temple, in the Minute which he has recorded on the scarcity in Bengal and Behar and the measures taken to alleviate the distress caused by it, has given a clear and full account of the origin of the scarcity, of the manner in which it declared itself, of the general plan of operations, of the measures which were adopted, and of their result. On all these subjects Sir Richard Temple's excellent narrative conveys full and accurate information, and nothing need be added by the Government of India in regard to the history of those transactions.

3. The reports received from the Lieutenant-Governor of the North-Western Provinces and from the Chief Commissioner of Oudh show that the distress in those Provinces was limited in extent, and much less severe than

in Bengal and Behar. The observations of the Government of India upon these reports will be separately communicated to the Governments concerned.

4. On November the 7th, 1873, the Secretary of State was informed that "Her Majesty's Government might rely upon the Government of India "using every available means, at whatever cost, to prevent, as far as they "could, any loss of the lives of Her Majesty's subjects in consequence of the "calamity which threatened Bengal." The result has shown that the resources of the country and the energy of those who were entrusted with the conduct of the relief operations have been sufficient, by the blessing of God, to secure success.

5. The measures that have been taken have not only prevented the extensive mortality which must otherwise have occurred, but the general productive power of the country has not been allowed to deteriorate, and there is no reason to believe that any demoralization has followed from the relief operations. The strongest assurances of the gratitude of the people have been received, and it may confidently be expected that the assistance which has been given by the State during a time of calamity will be long remembered and appreciated, not only on the scene of the distress, but throughout the whole of Her Majesty's Indian Empire.

6. The cost of the relief operations cannot as yet be accurately stated; but it may safely be assumed that the total net cost will not exceed the sum of £6,500,000, which was the estimate given in the Budget for the current year.

7. Without further reference, excepting incidentally and by way of illustration, to the history of the past year, it may be profitable to put on record, while the recollection of the circumstances is fresh, some general observations which may serve for future guidance.

8. The Resolution of the Government of India of the 7th of November 1873, which was mainly founded upon the experience of previous famines in India, embraces the chief subjects upon which general instructions appear to be required at the beginning of a period of scarcity.

9. Recent experience has shown, however, that greater attention should be directed, as soon as the certainty of a serious failure of one of the principal grain crops has been ascertained, to obtain at once complete reports of its extent, and of the probable consequences upon the food-supply of the people. The admirable series of Minutes written by Sir Richard Temple, when he was deputed to visit the distressed districts, will serve as a model for such reports. The general accuracy of the data supplied to Sir Richard Temple by the Local Officers is remarkable, and illustrates the value of the information which can thus be obtained.

10. The anticipation of the effects of the scarcity was found to be somewhat greater than the reality from two causes. The stock of food in the hands of the people turned out to be larger than was anticipated; and sufficient allowance was not made for the extraordinary exertions which were used by the cultivators to grow a greater quantity than usual of the grain crops which ripen in the autumn. It was impossible to reckon beforehand upon either of these circumstances; but the experience that has now been gained shows, *first*, that where a scarcity follows a fair season, considerable supplies of food will probably be in the possession of the people, and, therefore, sufficient time may be reckoned upon for the purpose of organizing the relief which may ultimately be required; and, *secondly*, that the cultivators of the soil in India are able and willing to make considerable alterations in their agriculture for the sake of increasing the food-supply at the earliest possible moment, by which means the period over which the scarcity would otherwise extend is considerably shortened. The outturn of the autumn crops of 1874 was further increased by the unusual quantity of rain that fell early in the season.

11. It is also important that early assistance should be given, without any hesitation, to the Officers who are employed in districts where the scarcity is known to be imminent, so that they may be left free to move constantly through their districts and to watch the progress of events. Thus accurate information will be secured from the first of the area which is likely to be most severely afflicted, and relief operations may be adjusted accordingly. The critical position of a part of Tirhoot at an early period of the scarcity of last

year is mainly to be attributed to the weakness of the staff. This deficiency was promptly supplied, but the lesson should not be forgotten.

12. The experience of former famines with respect to the advantage of opening public works, especially at an early stage of the distress, has been fully confirmed. Large works should be opened at once, smaller local works subsequently, as the necessity for them arises. There should be no hesitation in providing sufficient superintendence. When the distress becomes extensive, it is essential that employment should be available near the usual homes of the people. Sir Richard Temple has justly observed that where very large numbers have to be employed upon public works, piece-work is preferable to other methods for their payment.

13. In dealing with the most distressed districts, it was found that the tests of cooked food and of poor-houses were inapplicable. Such tests can be usefully applied only where the distress is less severe and extensive, and where there is reason to suppose that improper advantage is being taken of the relief offered.

14. Where distress is not great, and where, although it may be great, there is no serious deficiency in the supply of food, relief works, the distribution of gratuitous relief under proper precautions, and advances of money upon sufficient security, will be found (as was the case in the North-Western Provinces, in part of Oudh, and in considerable portions of Bengal) to be sufficient. It is only where there is a great deficiency—and there is also good reason to believe that the traders will be unable to meet that deficiency—that it is right for the State to intervene for the purpose of supplementing the general food-supply. Under such circumstances, however, this is the only means whereby a dearth of food can be prevented; and, during the past year, there can be no reasonable doubt that the measure was imperatively required in order to prevent a very great mortality. The principal reason of this necessity was the absence of sufficient means of transport by railway or canal. The river communication was but of little use at the time of year when supplies were required, and the carts of the country were not available for ordinary traders in any quantities, and could only be brought out in sufficient numbers by means of an organization which was quite beyond the power of private individuals. As railway communication is extended, the probability of Government being called upon to interfere in this manner with the functions of trade will diminish.

15. The operations for the supply of food by Government on a large scale were novel. The difficulty experienced at first was to arrange that the supplies should reach the people who required them. In fact the Government had, for the time, to fulfil the functions of both wholesale and retail dealers. Every available channel of distribution had to be brought into play. Sir Richard Temple has fully described the method which was adopted. Dealers in grain were assisted in prosecuting their business, which must otherwise have ceased to exist. Advances of grain were freely made to cultivators for the purpose of enabling them to support themselves and to till their land until the next crop should be gathered. This measure was in entire accordance with the customs of the country, and proved very successful.

16. The Lieutenant-Governor of Bengal will be requested to cause the returns which have been received from the Local Officers to be carefully analysed and condensed for the purpose of exhibiting the extent of the failure of the crops in different parts of the country, as compared with the number of people who have been relieved by the State or who have been supported by food imported by the State. In Durbhunga and Mudhobunee, the two sub-divisions of North Tirhoot where the failure of the rice crop was most complete, half of the population was supported for about four months by food imported by the State. It is therefore unlikely that in the event of any failure of crops which is not prolonged for more than one year Government can have to supply a larger quantity of food than would be sufficient to support for about two months the whole population of the area most severely visited. This calculation, however, and others which are likely to be valuable hereafter, will be elaborated by the Government of Bengal.

17. The stores laid in by the State were not brought into the market until the deficiency of supplies in the local markets proved the necessity of doing so. Up to that time they were only used for the benefit of the people who were collected upon the Government works. When sales to the public were authorized, the price was determined by the principle which was adopted during the Irish famine. This principle was that the price should be regulated by that which prevailed at the nearest large mart situated upon one of the main lines of communication, some addition being made to cover the cost of carriage to the place of sale. It was found in Ireland that, under the operation of this principle, the inconvenience attending an interference with trade was reduced to a minimum, because as soon as traders were able to obtain supplies they could resume their business, and the Government could withdraw from the field, without any serious disturbance of prices. The same result was found to follow in Bengal. Moreover, the supplies of grain provided by Government consisted mainly of Burmese rice, to which the people were not accustomed, and which could not compete upon equal terms with Bengal rice when the latter again appeared in the market. It is remarkable that throughout the whole of these operations no complaints came from traders on the spot that they were injured by the action of Government. On the contrary, Sir Richard Temple received assurances from them of their entire concurrence, and he had to refuse applications for an extension of the sales by Government, a compliance with which rightly appeared to him to be contrary to the principle, which had been laid down from the first, that unnecessary interference with trade should be avoided.

18. It will be seen from Sir Richard Temple's Minute that a balance of about 100,000 tons of rice remained after the relief operations had been concluded. To this extent the measures taken have been in excess of the requirements of the case. The responsibility for this excess rests entirely with the Government of India. Having to deal with so vast a population, whose support depended upon many uncertain contingencies, it would have been imprudent not to have been prepared to meet larger demands than those which were actually made upon the Government. If a substantial reserve had not been provided, the success of the relief operations would properly have been attributed rather to good fortune than to foresight. The experience of last year shows the necessity of such a reserve. In the beginning of September 1874 very great apprehensions were felt that the scarcity would be prolonged. This was only averted by a fall of rain at the very last moment when it could have been of use to allow the winter crops to be sown; and, if the rain had not then fallen, the rice in reserve would have been urgently required. It must not be forgotten that on previous occasions it has occurred that a second year of drought has followed the first.

19. The food-supplies of India, including British Burma, proved amply sufficient to meet the demand occasioned by the failure of the rice crop. Out of the total quantity of grain purchased by the Government, which amounted to 479,696 tons, only 54,300 tons were obtained from beyond British India. The rice exported from British Burma in the year 1874 amounted to about 815,000 tons. Of this quantity about 290,000 tons were sent to Bengal, and about 470,000 tons to Europe,—the exports to Europe having been only 33,000 tons less than in the previous year. The import of food-grains by railway from the North-Western Provinces and the Punjab is calculated by Lieutenant-Colonel Taylor to have amounted to 289,000 tons. This large export from Upper India did not greatly affect prices in the producing districts. The total quantity of food-grain carried into the distressed districts can hardly have been much less than 1,000,000 tons.

20. Great advantage was derived from the arrangement made to reduce at once the rates for the carriage of grain by railway, the difference being paid to the Railway Companies by the Government. The effect of this measure was to stimulate the importation of grain by railway into the distressed districts; but, owing to the great distances to be traversed and the necessity to traders of quick conveyance in order to secure the profit offered by the rise of prices, this advantage given to the railways did not materially injure the river trade, which is slow, and, moving in regular course, does not readily adapt itself to a sudden demand.

21. The statistics of the foreign trade in food-grain for the year show that the reasons for which Government determined not to prohibit the export of food-grain, either in whole or in part, were sound. Notwithstanding the home demand, the exports of food-grain from India, including British Burma, were considerable. The return of the quantities of food-grains exported by sea from Bengal during the year ending on September 30th, 1874, shows that the exports were diminished by about one-half owing to the rise of prices. The exports of rice fell from 410,712 tons in 1872-73 to 217,355 tons in 1873-74, of which 121,065 tons were sent to the Colonies and other places to which Natives of India have emigrated, and where, according to official representations which have been received in the course of the year, great evils must have resulted if the usual sources of supply had been suddenly interfered with. Of the remainder, 29,968 tons consisted of the finer descriptions of rice, which are not consumed by the poorer classes. The residue only amounted to 66,332 tons, and thus no bad effects can have followed from an adherence to sound principles, while the foreign trade has been preserved from a shock from which it might not have easily recovered.

22. Some representations were made, urging interference with the distribution of grain between different parts of Bengal. All action, direct or indirect, in this direction was prohibited, and the result of leaving supplies to be adjusted according to the demand has been that prices were equalised in a remarkable manner throughout the whole of Bengal: the effects of the scarcity were thus spread over a large area, and, therefore, were less severely felt in those parts which otherwise would have been most seriously affected. The only exception to this was in Orissa, where, probably owing to the deficiency of the means of communication, the price of rice was, during the whole period, very much lower than elsewhere, notwithstanding a considerable export.

23. The supplies purchased by Government were drawn mainly from sources at a distance from the scene of the scarcity. It was found better to buy by private arrangement with merchants, rather than that the Government should appear openly in the market. The limited experiments made in the latter direction showed that the public action of the Government produced an effect upon prices quite out of proportion to the actual amount of the transactions.

24. The facility with which large supplies of rice were imported from British Burma without any excessive rise of freights proved the value of the arrangements made with the British India Steam Navigation Company whose ships were largely engaged in the operation, as well as the great resources for purposes of transport which are afforded by the magnificent mercantile steam fleet trading to Calcutta. It was also satisfactory to find that the private firm which took the contract for landing the rice in Calcutta were able to carry through a business of considerable difficulty without any check from first to last. The traffic arrangements of the East Indian Railway Company showed the power of the Company to meet the strain of a very large additional traffic within a limited time. It is not too much to say that the relief operations could not have been successful, had it not been for the trunk line of railway which, passing through Behar, unites Calcutta with the Punjab. An additional proof has thus been afforded of the wisdom of the measures for railway construction in India which were commenced by the Marquis of Dalhousie, and have since been steadily prosecuted.

25. The manner in which the grain was conveyed from the railways to the places where it was required has afforded a remarkable instance of the great resources of the country in wheeled conveyance, and of the facility with which they may be brought to bear by the offer of profitable rates of hire. The Government of India entirely approved of the contracts made, at Sir Richard Temple's recommendation, for the transport of rice to North Behar. The cost was great, but the danger was not exaggerated. The immediate superintendence of the transport, when it assumed its full dimensions, was entrusted to Officers of the Army, and the manner in which this duty was performed shows the confidence which may be placed in the efficiency with which such transport would, if necessary, be brought to bear upon military operations.

26. The vast business of distributing relief was most successfully carried on by minutely sub-dividing the country to be dealt with in accordance with its requirements, maintaining the same organization throughout, and leaving great discretion to the Officers in local charge, after the main principles by which they were to be guided were laid down. In carrying out this work, Sir Richard Temple reports that the services of the Native Officers of the Army were found to be particularly useful.

27. The Central Relief Committee, who undertook the duty of distributing the subscriptions which were raised in India and elsewhere for the relief of the sufferers from the scarcity, have not yet closed their accounts; but their reports, published from time to time, show that the appeal which was made to the liberality of the public has been promptly and liberally answered. The Secretary of State has already taken occasion to express to the Lord Mayor of London the value which is attached by the Government of India to the sympathy exhibited by the people of England towards the sufferers in India, not only on account of the material help which has been afforded, but also because its effect has been to strengthen the bonds of union between Her Majesty's subjects in England and in India. The Princes and Chiefs of India have distinguished themselves by the alacrity with which they have contributed; and liberal subscriptions have been received from all parts of British India, especially from Zemindars and landholders in the distressed districts. The Government of India are satisfied that the assistance which has been bestowed is gratefully acknowledged by those who have benefitted by it, and they desire to take this opportunity of expressing the sincere thanks of the people to all those who have generously contributed to the Famine Relief Fund.

28. The Government of India have already from time to time expressed their approbation of the conduct of some of the Officers of Government and others who have been engaged in the relief operations. The services rendered by Sir George Campbell during the time that he held the office of Lieutenant-Governor of Bengal were acknowledged in April last. The thanks of the Government of India have been conveyed to Mr. Ashley Eden, the Chief Commissioner of British Burma, for the able and successful manner in which the purchases of rice were made under his directions. The Viceroy has taken advantage of the opportunity of addresses which have been presented to him during his visit to Behar and in Calcutta to convey the thanks of the Government of India to the Zemindars and other gentlemen who have rendered active and valuable aid to their neighbours and fellow-countrymen. The Government of India now desire to express their entire concurrence with the Minutes published by Sir Richard Temple, in which he has tendered, in suitable terms, the thanks of the Government of Bengal to the Commissioners and other Officers of Government, civil and military, as well as to the Zemindars and all others who have assisted in different capacities during the time of scarcity. The Lieutenant-Governor of the North-Western Provinces and the Chief Commissioner of Oudh have been requested to accept themselves, and to convey to those who have done good service in those Provinces, the thanks of the Government of India.

29. Early in the month of March of last year, when the pressure of the distress had begun to be felt, but the power to deal with it successfully had not yet been proved, the Government of India expressed their confidence that the Officers engaged upon the relief operations "would perform the arduous task imposed upon them with the zeal, ability, and self-sacrifice which had always distinguished the servants of the Crown and of the East India Company in times of difficulty and danger." This confidence has been entirely justified by the result, and another signal proof of the high qualities of the Civil and Military Services has been afforded by the manner in which their duty has been performed during the past year. His Excellency the Commander-in-Chief, who has given every assistance in his power to the Government of Bengal, will be requested to convey to those Officers, Non-commissioned Officers, and Men under His Excellency's command who have been employed in the distressed districts the thanks which Sir Richard Temple has expressed in his report of the

24th of November. Similar communications will be made through the proper channels to those who are serving under Local Governments or Departments.

30. The Government of India desire, in conclusion, to convey to Sir Richard Temple their recognition of the distinguished services which he has rendered to the people of Bengal and Behar during the time of difficulty through which the Province has passed. As a Member of the Council of the Governor General, Sir Richard Temple was from the first intimately associated with the policy adopted by the Government of India in respect to the scarcity. He took a prominent part in carrying that policy into effect under Sir George Campbell's administration; and, since he assumed the office of Lieutenant-Governor of Bengal in April last, he has unremittingly devoted himself to the personal direction and superintendence of the relief operations, which owe their complete success mainly to his exertions.

ORDER.—Ordered, that a copy of this Resolution be forwarded to the		
Madras	Central Provinces.	Government of Bengal, and to the Local
Bombay	Burma	Governments and Administrations noted
N W Provinces	Mysore and Coorg	in the margin.
Punjab	Ajmere.	
Oudh	Assam	

Ordered also, that the Resolution be published in the *Gazette of India*.

MINUTE by the Hon'ble Sir Richard Temple, K.C S.I., Lieutenant-Governor of Bengal,—Dated the 31st October 1874.

P R E F A C E.

The letter of the 3rd October 1874, from the Government of India, conveyed a request that a general report on the famine in Bengal and Behar during 1874 may be prepared by the Government of Bengal at the end of October of this year (1874), or as soon after as may be conveniently practicable. In compliance with this request, I make the following report.

The subject seems to me to divide itself into six parts, which will be treated of in successive chapters, namely,—

1st.—The origin and manifestation of the calamity; the principles on which the Government determined to meet it; the general plan of operations; and the preliminary instructions issued for that end.

2nd.—The measures adopted in detail for carrying those principles and instructions into effect according to the development of affairs.

3rd.—The statistics of the estimated extent and character of the calamity, and of the means employed by the Government to avert the consequences, together with the estimated expense of the undertaking.

4th.—The progress of the relief operations from the setting in of the famine to its culminating point, the actual result being compared with the estimate.

5th.—The gradual decline of the famine until its ultimate extinction, and the diminution of the relief operations until their cessation.

6th.—General considerations relating to the circumstances described in the previous chapters.

C H A P T E R I.

THE cause of the events which occurred in 1874 must be sought for in the scantiness of the rains in 1873 throughout Bengal and Behar. This cause did not operate in Orissa, which consequently escaped misfortune.

In Bengal and Behar, after a season of extraordinary heat during May and June of 1873, the rain did not begin till late, that is in July, and even then was scanty. It lasted more or less, but never abundantly, till the end of August, when it for the most part ceased prematurely. Enough had, however,

fallen to secure a fair yield of the crops which are reaped in August and September. Little or none fell during the months of September, October, and November, that is during the whole autumnal season, when heavy showers are indispensable for insuring the maturity of the rice crop of December (the most important of all the crops), and for sowing the crops which are to be reaped in the following spring. As experience shewed that the consequences of drought are sometimes averted by rain even at the last moment, hope was not abandoned till the end of October. Not till then could it be seen whether the apprehension of failure of the crops would be realised or not. By that time, however, it became certain that widespread and heavy loss must occur in the December crops; that the sowing of the spring crop must be short; and that the germinating and growing of what had been sown must be jeopardised. The injury to the December rice harvest was almost irreparable. The injury to the young spring crops might yet be repaired, if rain should fall between the end of December and the beginning of February. Fear was chiefly felt for Behar and for the north part of Bengal, but largely also for all the rest of Bengal—save the eastern part in the basin of the Brahmapootra, and the deltaic region in the south which depends on inundation rather than on rainfall.

On the other hand, it had been ascertained that the September rice crop of Bengal and the August maize and coarser grains of Behar had produced an average yield, sufficient to sustain the people till at least the middle of winter.

Early in October the Lieutenant-Governor of Bengal, Sir George Campbell, had expressed his fear that the drought of September must cause serious scarcity, and had instituted inquiries in every district regarding the actual outturn of the autumn food crops and the apparent promise of the winter crops. On the 22nd October he reported to the Government of India that, owing to the shortness and early cessation of the rains, there was the gravest apprehension of general scarcity throughout the country, and of worse evils in some parts of Behar and north Bengal.

On the 7th November the Governor-General (who had proceeded to Calcutta,) issued a resolution in which the fundamental principles for dealing with the threatened calamity were embodied—namely, that in circumstances where numbers of persons may be exposed to danger of starvation or to disease from want of food, the Government and its officers should do their utmost to apply the most effectual remedy that might be practicable,—that interference with the trade in grain should be avoided, so far and so long as such avoidance might be possible,—that the Government should afford some facilities for the transport of grain to distressed territories through the energy and enterprise of traders, such as the reduction of rates on the guaranteed railways,—that public works both imperial and local should be commenced or prosecuted with a view of giving employment to those who might need it,—that wages to the people thus employed should be paid in food-grain wherever desirable or convenient,—that accordingly supplies of food grain should be purchased and laid in by Government,—that the undertaking of public improvements by corporations or other bodies, and of agricultural improvements by individuals, should be encouraged by loans from the public treasury,—that advances of money should be made by Government to private gentlemen, European and Native, who would undertake to import grain from a distance and distribute it at prices to be regulated according to the circumstances of the case,—that wherever and whenever the distress might become severe, the Government should assist in the organisation of a system of relief,—that a central committee should be formed for administering the funds for relief received from private sources, and also, if required, the funds received from Government,—that relief committees should be established in the interior of the districts to distribute assistance to the distressed in cash or grain, or prepared food,—that co-operation for the work of relief should be afforded by the commissariat, the medical department, and other branches of the public service,—that emigration from the populous tracts visited or threatened by distress should be encouraged by the Government,—that as the season progressed, advances of money for purchase of seed-grain should be made by the Government to landlords or tenants,—that periodically at short intervals information should be published regarding the state and prospects of the crops, the stock of food, the public works in progress, the relief operations, and all other circumstances relating to the scarcity.

The Lieutenant-Governor of Bengal, who had, during the last days of October, visited the Patna and Bhagulpore divisions, proceeded to give effect to these principles by notifying the tracts in which failure of crops had occurred and scarcity of different degrees was expected; by removing tolls from ferries and roads along the chief routes for grain transport; by issuing instructions to help *bond fide* importers of grain with loans of money without interest; by directing the immediate commencement of a number of relief works and the completion of preliminaries for many more; by intimating that wages to labourers might begin to be paid in grain whenever the local price of grain reached something like famine rates; by ordering store-houses for Government grain to be at once constructed on all the chief works; by effecting locally, in the less distressed parts of Bengal, moderate purchases of grain; by despatching the grain so purchased by railway to the distressed districts and so drawing out the means of local transport; by organising and testing the strength of local carriage of the country (mostly bullock carts, but partly river boats), and choosing the best routes for transport of Government grain; by prescribing the selection of sites for granaries, relief-houses and relief committees suited to meet different grades of distress; by giving a large money credit from which local officers might make advances to persons who would undertake useful works for ombankment, drainage, water-supply and other local improvements; by granting special concessions and privileges to persons who might take such advances; by sanctioning the organisation of such establishments, and preparation of such appliances, as might be required for the transport and custody of grain, for relief works, or for the distribution of charitable relief; and by defining the points on which local officers were to furnish fortnightly reports on the condition of the districts and the people under their care.

The Government of India authorised the vigorous prosecution, under the orders of the Government of Bengal, of the works of the Soane canal and its branches; the construction of embankments on either side of the river Gunduk; the commencement of the Northern Bengal State Railway—all which works would afford employment to those in need.

The opinion of the Government regarding the probable severity of the distress was based mainly on the reports of the local officers, who had made careful inquiries throughout their districts. But there were not wanting indications that the people themselves, and especially the more intelligent landholders and residents in the interior of the country, had the gravest fears in respect to the impending crisis. The British Indian Association of Calcutta, a society which is mainly composed of the zemindars and landholders of Bengal, early in December represented to the Government their expectation that the famine of 1874 would be more severe and general than the famine of 1866; that special organisation would be required to bring relief to respectable villagers who would not beg and could not work; and that, if the worst came, the task of feeding sixty millions of people might, as an extreme possibility, devolve on the Government. Looking to the position of the Association and their sources of information, the Government deemed their opinion entitled to weight, and invited a fuller statement of the grounds for that opinion. The Association replied on the 24th December by submitting a valuable essay, stating the facts as they believed them to be, offering a full estimate of the position apparently warranted by those facts, and comparing in detail the prospects of the country in December 1865 with the prospects in December 1873. The Association's statement of facts coincided closely with the official reports already before the Government and the public. The important inferences which they drew were that the outturn of the food crops of 1873-74 over the whole of Bengal could hardly exceed two-fifths of the yield of an average year; that the stocks in the hands of the people, together with the December and April crops, would only suffice for six months' consumption for the whole of Bengal; and that widespread suffering and starvation could "be averted only by pouring in "grain into the country sufficient, at any rate, for a three months' supply." The Association contemplated three months' supply for the sixty millions of souls in Bengal outside Assam and Orissa—or, in other words, the importation of 3,750,000 tons of grain. This extreme demand (practically beyond the possibility of supply) was doubtless meant to be hypothetical. But the

representations made by the Association show that the most intelligent and the best informed among the native landholders apprehended a calamitous famine unless the Government should step in to help or save the people.

In view of preventing any diminution of the general food-supply of the country, the Government of Bengal proposed that the exportation of food-grains should be prohibited. The Government of India did not accede to this proposal, believing that the supposed advantages of the measure were uncertain, while its disadvantages were certain and serious.

There was a good hope that supplies of food would be sent in ordinary course of trade to central and northern Bengal and to Behar from Orissa, from Chittagong, and especially from the district of Backergunge, which comprises the combined delta of the Ganges and the Brahmapootra, which ordinarily has a large surplus of rice for exportation, and which had providentially not suffered at all from drought,—and from parts of northern, north-western, and central India. As to northern India, there seemed to be justification for this hope, notwithstanding that those portions of the North-Western Provinces and of Oude which adjoin Behar were also suffering from drought, though in a much less degree than Behar itself. In order to encourage and facilitate the transport of grain to Behar and Bengal from other parts of India, the guaranteed railway companies were authorised to reduce by one-half the rates on the carriage of grain, the loss to be made up by the Government.

As regards the grain to be supplied by the State, it was decided that, while purchases to a limited amount (50,000 tons) might be made in Bengal itself and in the North-Western Provinces by order of the Government of Bengal, all further State requirements must be met by purchases beyond the limits of the failure of the crops in Bengal and Behar, principally in the Madras Presidency, in British Burmah, in Saigon, in Chittagong, made under the direct order of the Government of India. The principle was this, that if very extensive purchases of grain by the State should be needed, they ought to be made in places which were distant from the scene of drought and scarcity, and from which supplies of food-grain could not be expected in the course of trade. By these means interference on the part of Government in the inland grain trade of India would, as far as possible, be avoided, and the quantity of grain within Bengal and Behar would be *pro tanto* augmented. In the event of the importation of grain by Government becoming extraordinarily large, reliance was mainly placed on British Burmah, where the rice harvest was known to promise well.

The Government of Bengal, on the 2nd December, reported that 70,000 tons of grain, estimated to be equal to three months' supply of food-grain for 5 per cent. of the population of the distressed districts of Behar and northern Bengal, should be stored by the State in those districts by the end of January 1874 as a preliminary measure, but deferred stating the amount which might probably be required in addition until the result should be known of the rain expected to fall some time after the end of December. The Government of India immediately approved the preliminary measure. At the same time arrangements were made for the purchase of large additional quantities in British Burmah in the event of their being needed.

During the month of December the fears regarding the winter rice crop in Bengal and Behar were realised. In Behar and northern Bengal the rice harvest yielded less than one-third of the average produce, and in central Bengal about one-half. Up to the beginning of January no rain fell, nor was there prospect of any falling. The spring crops, which are considerable in Behar (though inconsiderable in Bengal), had sprung up fairly well; but would probably be lost for the most part if the winter rains should finally fail. Under these circumstances the Lieutenant-Governor of Bengal (Sir George Campbell) reported that 75,000 tons more should be placed in the distressed districts as soon as possible, and a large reserve provided in addition for despatch to those districts according as need might arise. The Government of India had already taken preliminary measures to secure sufficient supplies. The arrangements prepared in British Burmah were concluded; the purchases were settled; and the vessels of the British India Steam Navigation Company were chartered to convey the cargoes of rice according to dates specified. The Government of India further undertook to store in Calcutta the grain

brought from beyond sea, and to make over to the Government of Bengal in Calcutta such quantities as it might day by day require for despatch by the "East Indian" and the "Eastern Bengal" railways to the distressed districts.

Thus to the Government of India pertained the task of directing the purchase of the grain from beyond sea, of transporting it to Calcutta, of storing it there. To the Government of Bengal pertained the task of despatching the grain by rail to the frontiers of the distressed districts, of transporting it from the several railway stations to the numerous scenes of distress, and of distributing it among the people.

The first efforts to promote emigration from distressed tracts to the tea districts showed that Government could not interpose in this business save at great cost and with small immediate result. The attempt was therefore abandoned, and the recruiting grounds were, so far as the tea districts were concerned, left clear for the operations of private emigration agents. Towards the end of January 1874 the Government of India made a grant of £50,000 to form a fund for the promotion of emigration to British Burmah, where the population is sparse and an excellent field exists for labour. The Magistrates of distressed districts were directed to act during the season of distress as agents for the engagement of persons willing to emigrate to Burmah, and were to arrange for their despatch to Calcutta, where the Superintendent of emigrants would provide passages to Burmah by the return voyages of steamers which brought Government grain from Burmah to Bengal. It will be seen hereafter that the number of these emigrants, though doubtless an acceptable addition to the strength of the districts where the people were settled, was not enough to make any impression on the aggregate population of the distressed districts.

During January (1874) it became apparent that while the aggregate of loss and of distress in Behar and Bengal would be equal to the worst anticipations, the scarcity would be unequal in its incidence; in other words, the scarcity would be intense and absolute in many extensive tracts, while in others it would be mitigated from various causes. This consideration rendered it necessary to develop some of the principles which had been first laid down for the management of relief. The constitution of the central relief committee and the various district committees was proceeded with. But it became clear that in the extremely distressed tracts, where the whole power of the Government would have to be exerted in order to save the people, the functions of the relief committees would, in practice, merge in the duties of the civil officers. In such tracts the necessity, which had been foreseen from the first, of supplying Government grain to the public when food might not be procurable through the agency of trade, assumed a practical shape. The rule also, which had been originated by the Governor-General in December, began to take shape, to the effect that under such circumstances food-grain might be advanced by the State through the district Collectors to the cultivators of the land, to be repaid without interest after future harvests.

Instructions for the organization and guidance of relief committees were, after a conference with the Government of Bengal, approved by the Government of India on the 26th January. These rules gave the local authorities power—to establish relief committees and sub-committees in any number and to any extent that might be necessary,—to elaborate this organization of relief to such a degree that all the operations should be inspected once a week at the least,—to arrange that supplies should be regularly distributed in every village where severe distress might exist, so that the congregation of persons for relief at a distance from their homes might be prevented,—to transport food to convenient places for the above purposes and to provide for its storage,—to distribute gratuitous relief to persons needing it and unable to work,—to afford useful employment for those who wanted it,—to provide specially for those whose condition, caste, or usage, precluded them from applying for ordinary relief, but who would be in danger of starvation if not relieved,—to sell Government grain to the public where a serious deficiency in the supply of food might be apprehended, the price of the grain was to be regulated by that of the nearest large mart accessible by rail or river, the sale to be stopped as soon as the local trade might receive supplies, and any competition with such trade to be carefully avoided.

The Government invited the zemindars (landholders) of Bengal and Behar to co-operate in the work of relief either by postponing the collection of rent or by opening relief works, or by making advances of money or food to their tenants. Inasmuch as heavy expenditure of this kind might sometimes make it difficult for zemindars to pay the Government land revenue, discretion was given to the Collectors to postpone the collection of the Government revenue from any landholders who might distinguish themselves by employing labour on land improvements, or by importing grain for distribution, or by sustaining their tenants during the season of difficulty.

As January advanced without sign of rain, anxiety was more and more widely felt. But during the last week of that month heavy showers began to fall in southern Bengal, and rain gradually reached the northern and most distressed districts. These rains caused considerable reduction and contraction of the danger.

Before the end of January the extent and incidence of the scarcity and distress became more and more discernible. As regards Behar, irrigation from the unfinished channels of the Soane canal had saved the rice and spring crops on 159,500 acres in the districts of Shahabad, Gya, and Patna. The important spring crops were growing well in the basin of the rivers Ganges and Gunduk, in the south of the districts of Tirhoot, of Monghyr, of Bhagulpore, of Purneah; in the tracts south of the Ganges, including the districts of Patna, Shahabad, and Gya—territories having a total population of seven millions—for all which apprehension had been originally felt. In these tracts there was a fair hope that scarcity would not arrive at all, or, if it did come, would be much mitigated.

On the other hand, the realisation of even more than the original apprehensions was threatened in the upper or northern and central parts of the districts of Sarun, Chumparun, Tirhoot, Bhagulpore, and Purneah,—in eastern Tirhoot also,—in parts of Sonthalia,—territories having a total population of nine millions. In these tracts the main crop, the December rice, had failed, and there were no spring crops adequate to sustain the people. Here, then, was the prospect of dearth of food for several months; and these were the very places least accessible to trade and least likely to receive succour from that source. This prospect was further darkened by the probability of the counterminous tracts of Nepaul being similarly affected. As regards northern Bengal, in the tracts along the left bank of the Ganges and of the Brahmapootra, and in the tracts lying under the Himalayan range, either the December crops had been partly saved or the spring crops were growing well. These tracts comprised large portions of the districts of Maldah, Rajshahye, Pubna, Bogra, Rungpore, and Dinagepore, in all which there was fair hope that scarcity might not arise save in a mitigated form. On the other hand, the winter rice had been lost, and there were no spring crops growing in extensive portions of the districts of Dinagepore and Rungpore, also in some parts of Maldah, Rajshahye, and Bogra—tracts containing a total population of three millions. Here again was the prospect of severe and protracted scarcity. Moreover, most of these places had little or no chance of receiving succour from trade.

Extreme failure of the chief food-crop in so many parts of Bengal was the more disastrous, in that the population of these districts was dense, ranging from 778 to 229 persons to the square mile, and averaging fully 500 persons to the square mile over the whole area.

As regards the remainder of the provinces under the Government of Bengal, the December rice harvest had been good nowhere save in Backergunge and Orissa; it had been only moderate in Eastern Bengal; it had been indifferent in Central Bengal and in the Chota Nagpore country; it had been bad in parts of some districts, namely, Burdwan, Beerbhoom, Bankoora, Moorshedabad, Nuddea, Manbhoom. The aggregate population of these last-named districts amounted to seven-and-a-half millions.

Further, the scarcity and high prices prevailing in the adjacent parts of Oude and the North-Western Provinces had to be remembered.

The geographical area of extreme scarcity may be described in general terms as extending from the foot of the Himalaya along the frontier of Nepaul, Sikkim, and Bhootan on the north to the river Ganges on the south, and from the river Gunduk on the west to the river Brahmapootra on the east. The area

enclosed by the hills and these three rivers is about 330 miles long and, on an average, about 90 miles broad. The distressed tracts of Sarun, situated between the Gunduk and the Gogra, and of Burdwan, Moorshedabad, Chota Nagpore, and Sonthalia, lie outside and apart from this area.

The prices of rice in Bengal generally, and in Behar particularly, had been rising gradually since the middle of October; they had slightly rallied in December, as the gathering of the winter harvest brought in some supplies; but they were rising again in January, by the end of which month they were twice as dear as in ordinary years. Where the ordinary rate at this season would be 28* seers for the rupee, the rate was 14 or 15 seers; where the ordinary rate would be 25 seers, the rate was 12 or 13 seers. With the exception of Orissa and Chittagong, those districts which had gathered a fair, though far from abundant, harvest, such as Backergunge, Dacca, Tipperah, also showed high prices, caused by exportation of their spare supplies, or by the anticipation of future demands.

It was the shortness of the harvest, the scantiness of food-supply, the tightness of the grain market, the dearness of prices, in Bengal generally and in all the neighbouring territories, which aggravated the danger of the extremely distressed tracts, enhanced the probability of the scarcity in them deepening into famine, deprived them of the natural and normal succour from trade, and threatened to leave them almost without any resource save the extraneous help that might be afforded by the Government.

In this chapter the narrative has followed affairs to the last week of January. The general character and proportions of the calamity had then declared themselves. The plan of operations for meeting it had been settled; the principles to be borne in mind had been announced; the instructions regarding the procedure had been given. In the next chapter the narrative will show how all these principles, rules, and orders, were carried into effect according to the development and progress of the scarcity.

CHAPTER II.

I HAVE here to explain my own connection with the relief operations. Until nearly the end of January I had been Financial Member of the Governor General's Council, and had been also in charge (under the Governor General's direction and control) of the business relating to scarcity and relief which had to be disposed of by the Government of India. On the 21st January I was, with the concurrence of Sir George Campbell, associated with the Government of Bengal and deputed to visit the distressed districts, with full powers to direct the relief operations under the rules laid down by the Governments of India and Bengal, reporting my proceedings to the Lieutenant-Governor of Bengal. I remained on this deputation until the 8th April, when I assumed charge of the Government of Bengal from Sir George Campbell, who had been obliged, under medical advice, to resign charge of duties which he had discharged under failing health with devoted disregard of his own safety. From the end of January, then, my own proceedings form part of the general work of the Government of Bengal, there being entire accord between Sir George Campbell and me.

It should be added that, between the 8th and the 20th March, Sir George Campbell visited Tirhoot and spent several days at Durbhunga, the most important centre of distress in the most distressed district, expediting the local arrangements, perfecting the relief organization which had been set on foot, elaborating the orders and instructions in all details, dealing personally with the first outbreaks of actual famine, and encouraging both the people and the officers by his example. After this visit he recorded an exhaustive minute on the manner in which relief on a large scale should be conducted, which has proved of the utmost practical value to all engaged in carrying on the work.

In the situation, as explained in Chapter I, at the end of January, then, it became necessary, firstly, to make the final estimate of the distress to be anticipated in, and the Government grain to be allotted to, each district, according to the latest information; secondly, to complete the arrangements for the transport

* A seer is equal to about two pounds avoirdupois.

by country carriage of the grain allotted to the various localities; thirdly, to propose to the Government of Bengal the precise organisation and the scale of establishments for the distribution of relief in each locality. For these purposes I travelled through the distressed districts, conferring with the local authorities and with the natives on the spot. From time to time I reported to the Government of Bengal the orders given by me in each district and the arrangements proposed. The allotments of grain then recommended by me and accepted by the Government exceeded for most of the districts the quantities which had been at first determined provisionally. But the sum total of my recommendations for the districts alone agreed closely with the aggregate already recommended by the Government of Bengal, including both the present supply and a reserve.

The estimates which formed the basis of the allotments were made in this wise. In each district the area over which the crops had failed and the proportion of the average produce which had failed (two-thirds, one-half, one-third, one-quarter, as the case might be) were ascertained. The population of the area thus affected was known from the census tables. The effect of the ascertained failure and loss upon the population was estimated in conference with the local officers and the natives, and was represented by a certain percentage on the population expected to require assistance in some shape or other from Government. The percentages in the various localities varied much, even in the most distressed districts, according to circumstances, from 15 to 75 per cent. In the majority of cases these calculations have been verified by the event, which attests the value and accuracy of the information collected by the local officers from the time when the misfortune began to threaten the country. Further, the estimates gave the numbers of persons expected to require relief during the several stages of the distress—during its beginning, its height, and its decline, showing how they would gradually rise till they attained the anticipated maximum, and how they would decrease down to the minimum. In other words, these numbers were estimated for the initiatory period, when the distress would be gradually increasing; for the middle period, when it would be culminating; and for the latter period, when it would be declining, until its disappearance. The persons requiring assistance from Government included all those who would take such assistance in its several categories, namely, (I), gratuitous relief, (II), employment on relief works, (III), purchase of grain, (IV), advance of grain for subsistence or for seed. According to the estimated number of persons the quantity of grain was determined, at the rate of three-quarters of a seer, or $1\frac{1}{2}$ lbs. per head per diem, for the periods specified. Thus the amount proposed for the total allotment of Government grain for each district singly, and for the whole country collectively, was obtained. These estimates, then, were founded on actual data the best available at the time.

The distress was expected to begin in March, to go on increasing till July, then to begin decreasing slightly till September, to decrease fast in September and October, to vanish generally in November, but to last till the end of December in some parts of north Behar, especially north-east Tirhoot, where comparatively little reliance is usually placed on the autumn crop, and where consequently the people would not receive adequate supplies from a new crop until the winter.

This rate ($\frac{3}{4}$ of a seer or about $1\frac{1}{2}$ lbs. per head for men, women, and children) at which grain should be provided was assumed after due consideration and discussion. The lowest diet provided in Bengal jails for non-labouring prisoners is equal to about 1 seer or 2 lbs. The ordinary diet of a labouring adult in Bengal is taken, after statistical enquiry, to be 1 seer of rice besides $\frac{1}{4}$ seer (about $\frac{1}{2}$ lb.) of fish, pulse, pepper, or other condiments. The diet prescribed for adult Bengalee emigrants on ship-board and for Bengalee sailors always exceeds 1 seer a day in total weight, and in some cases it reaches 2 seers a day. Many of the poor people for whom grain was to be provided would be labouring hard on relief works during inclement and exhausting weather. Nearly the whole of the Government provision of grain consisted of rice, which contains less strength-giving qualities than wheat and some other grains. It was known that each bag of the expected consignments of Burmah rice would contain from 8 to 20 per cent. of innutritious husk. In view of all these considerations I framed my estimates of total requirements on the basis that each

person to be relieved would on the average require $\frac{3}{4}$ of a seer ($1\frac{1}{2}$ lbs. of grain) a day. In practice it was found that even to ordinary paupers, who did not do any work, local committees had to give $\frac{2}{3}$ of a seer of rice daily besides one pice ($\frac{3}{8}$ of a penny) for the purchase of salt and condiments; to women in delicate health and to persons reduced by previous hunger a still larger daily dole had to be allowed.

Being responsible for the general character of these estimates, I feel bound to record my tribute to the utility of the census which had been carried out two years previously under Sir George Campbell—the first regular census which had ever been taken in Bengal. If the success of the prescribed plan of relief operations has in any degree depended on the framing of estimates, if these estimates have in any degree enabled the Government to make a proper forecast of the supplies, and the resources necessary to encounter the crisis, then it is to be remembered that these estimates could never have been framed had not that census existed.

The difficulties of Government with respect to the scarcity were not wholly confined to British territory and British subjects. The strip of Nepal territory, known as the Terai, lying between the Himalaya and the distressed British districts, a rice-growing tract, had been afflicted by failure of the rains. It was anticipated by the Nepal authorities that consequent distress might affect from one quarter to half a million Nepalese subjects across our border. Our officers were instructed that distressed Nepalese must be employed at our relief works, relieved at our hospitals and relief centres, and served at our granaries, precisely in the same way as British subjects. And it was arranged, with the consent of the Government of India, that 1,000 tons of Government grain should be made over at a moderate price to the Nepal authorities for distribution to their distressed subjects. Throughout the season, Nepalese were among the largest purchasers of grain at the Government granaries along the border. The Nepal officials found difficulty in carrying their grain across British districts from the railway stations on the Ganges, and accordingly our officers at Bhagulpore transported the 1,000 tons of grain to the border and made it over there to agents of the Nepal Government. I am enabled to state that the Minister of Nepal, Sir Jung Bahadur, G.C.S.I., expressed to the Viceroy the grateful acknowledgments of his Government for the assistance rendered.

On the completion of the estimates in each district the arrangements were revised for the conveyance of the grain from the railway stations to the places of distribution. The amounts of carriage, either already employed or required in addition, were considered. In determining the transport arrangements the object aimed at was this, that all the amounts allotted should be carried to their respective destinations in the interior of the country before the setting-in of the rains by the middle of June. In this way the risks of the transport along roads heavy from rain would be avoided. Also, in the event of unforeseen additional quantities having to be carried, there would still be time during the rainy season to arrange some transport by water routes. For every reason it was expedient to be beforehand with so vital, and yet so arduous, a matter as the inland transit. No effort was spared by the local officers to provide the required amounts of country carriage by carts and bullocks, by pack animals, by boats, for the conveyance of the large quantities of grain which had been allotted.

The boats were used chiefly in northern Bengal. In the beginning of November the navigable routes in that quarter had been tested with the view of transporting grain, as the navigation becomes uncertain after autumn. And boats began to ply during the winter on each river as soon as its suitability was established. With this water transport there was combined land transport by country carriage. This carriage was obtained by direct agency, or with the help of petty native contractors, for hire not more than fifty per cent. above the rates of ordinary times. So far no serious difficulty was encountered.

In Behar, however, there were no water routes practicable at that season, and the difficulty of procuring sufficient land carriage was extreme. During December and January the local officers strove to obtain this carriage, by direct agency without help of large contractors, at hire little above the rates of ordinary times. In this way a considerable amount of carriage was laboriously

collected, but that amount proved quite insufficient. The demand had become so extraordinarily large as to require not only all the carts and bullocks ordinarily available for hire, but also all those which might exist for use in other kinds of work. Consequently the rates of hire rapidly rose. Still our officers hesitated to allow the enhanced price, and persevered in their endeavours to procure the carriage. This process had an unfavorable effect on a people proverbially jealous regarding the collection of carriage, and they resolutely refused to give their carts and bullocks on the terms hitherto allowed. It was evident that unless some additional inducement were immediately offered, considerable failure in the land transport must ensue, which failure must cripple the relief of distress. There was no remedy but to abandon the direct agency which could not be rendered successful, and to substitute the employment of contractors, men of substance and influence, to produce the required amount of carriage. The contractors, chiefly European gentlemen, indigo-planters, and landholders, possessed exclusively advantages of a special kind. In Behar, the indigo-planters are always landholders, and this circumstance alone secured to them a large command of carriage. But the indigo industry also employs a great number of carts (probably 20,000 to 30,000) which are the property of the villagers, but are under engagements to serve the factories whenever called out for service. The planters, therefore, had a power of collecting carriage such as no other class possessed. And to this they added the invaluable force of British energy and prowess. For the successful accomplishment of the task all their assiduity, all their local knowledge, all the resources of their estates, all the influence of their factories, must be instantly evoked. The terms of the contracts entered into were, under such circumstances, necessarily high, and involved a rate of hire just double that of ordinary times. It will be seen hereafter that the arrangement stood perfectly the test of trial, and was attended with ultimate success.

In furtherance of the general arrangements the planters banded themselves together in transport companies, which ultimately became five in number; one for Chumparun, for western and central Tirhoot, for south-eastern Tirhoot, for north-eastern Tirhoot, and north Bhagulpore, respectively.

On the 31st January, looking to the anxious prospect of the transport by country carriage, I recommended, with the concurrence of the local authorities, the immediate construction of a tramway for animal draught from the north bank of the Ganges (at a point opposite the railway station of Barh) to Durbhunga, the capital of the most distressed region of Tirhoot, a distance of fifty-three miles. The Government of India approved the project, but ordered that the line should be constructed as a temporary railway for engine traction. The line was commenced on the 23rd February, and was opened for the transport of grain on the 17th April, the construction having proceeded at the rate of a mile a day.

Further, looking to the uncertainties surrounding the land transport, by reason of the inclemency of the advancing season, the roughness of roads, the chances of epidemics, I considered it essential to the security of the transport operations that a strong reserve transport train should be formed by Government from carriage to be obtained in the North-Western Provinces. It would have been impossible to form such a reserve from the carriage resources of Behar itself, because, as already seen, all such resources were needed for the contractors' transport. There was consequently no alternative but to procure the reserve from a distance. Indeed, during the preceding month, January, the Government of India had suggested to the Government of Bengal the adoption of measures of this description. With the excellent co-operation of the Government of the North-Western Provinces and of its officers, this provision was successfully effected. The reserve transport train consisted of carts and bullocks, purchased or hired for Government, chiefly beyond the limits of Behar and Bengal. It was formed with a complete organisation under military officers, both European and Native, so that it might be relied upon for any service however hard, in the event of the other carriage breaking down from distress, from sickness, or other causes of failure. Inasmuch as all the draught animals, whether in Behar, and whether from without,

were bullocks and buffaloes, it was manifest that any epidemic affecting those classes of animals might suddenly prostrate the transport. It was therefore necessary to procure other kinds of animals, namely, camels, mules, and ponies. Although camels could not be largely employed in Behar, a certain number of them were obtained; but ponies and mules were readily purchased in all parts of northern India as far as the Sutlej.

During the month of February, all the contractors brought their various contingents of carriage into the field, and all the numerous routes of transit were occupied by the transport power which had been set in motion throughout the distressed districts. It is difficult to describe adequately the extraordinary degree of alacrity and promptitude which the European indigo planters displayed in this emergency. North Behar proved to be a country extraordinarily rich in carts, of a build suitable to rough roads, and in a small but hardy breed of draught cattle. At this period the cattle were in the highest condition. The stubble of the vast plains of withered rice had afforded them most nutritious pasture. The suspension of field work on failure of the harvest had lightened their toils. So early as November the Government had enjoined the preserving and stacking of the rice stubble, which was available for fodder much more largely than usual. It will be shown hereafter that upwards of 100,000 carts, with 230,000 draught or pack animals, were brought into action during February and March. This gave employment to at least 120,000 men drawn from the distressed districts, and in itself constituted an important relief work.

Before the grain could be lifted by the country carriage as above described, it had to be carried across a great river, the Ganges. This obstacle *in limine* was overcome by the establishment of steam ferries at the requisite points along the river. For this purpose all the steamers of the Bengal Marine were employed, and many vessels of the India General Steam Navigation Company were chartered. Depôts with yards and enclosures covering many acres were formed on the river banks.

The East Indian Railway actually touched the Ganges at the city of Patna. But special sidings had to be made from the Futwah ghât and Barh stations, whereby grain wagons could be run down to the river's edge. The Barh riverside station supplied the Durbhunga railway and the eastern Tirhoot transport companies. From the Futwah riverside station were ferried across to Bunkar ghât (opposite Patna) the supplies for western and central Tirhoot, for Chumparun, and Sarun. The Patna ghât (riverside) station was left entirely for private traffic. The special sidings, which were put down with much promptitude by the East Indian Railway Company's engineers, were of great use to the transport department, and also to the engineers of the Durbhunga railway. The origin and purpose of the Durbhunga railway will be explained presently.

A large staff of officers, drawn from the Quarter-Master-General's department and from all sections of the Army, was organized to supervise all the inland transport arrangements above described, and all the transit routes. They were assisted by three companies of sappers and miners and a corps of native pioneers. They literally pioneered all the transit routes, causing obstructions to be removed, repairs to be effected, temporary bridges to be constructed, pontoons to be thrown across streams, sometimes even cutting ways across country through the fields. They guarded the springs and improved the drinking places at the halts in the march. Field hospitals for sick animals at central places were established with a complement of veterinary surgeons, in view to the contingency of murrain or epidemic sickness breaking out. The probability of cattle plague reported in Sarun was the source at one time of considerable anxiety.

As the concentration of so many thousands of cattle might prematurely exhaust even the abundant supplies of fodder which fortunately existed on the spot, large quantities of the best sorts of fodder were sent for by rail from the North-Western Provinces and were stacked at convenient places.

As already stated, the grain had to be sent by railway to the various stations on the left or south bank of the Ganges, the bulk of it coming from Calcutta, and a portion of it from the North-Western Provinces. The principal railway stations which thus became centres of activity were Arrah for Sarun; Patna and Futwah for Chumparun and west Tirhoot; Barh for east Tirhoot; Monghyr for north Bhagulpore; Sahebgunge for Purneah;

Rajmehal for Maldah and Dinagepore; Kooshtea and Goalundo for northern Bengal generally.

The Eastern Bengal Railway, having a short line and a comparatively small quantity of Government grain to transport, did its share of the work with due punctuality. But the East Indian Railway, with a long line, a heavy ordinary traffic, and a very large quantity of Government grain (two thousand tons a day) to transport, met with great difficulty in delivering the grain fast enough for the country carriage to take away. The Railway Company, however, put forth every effort by procuring rolling-stock from other railways and by employing temporary establishments. In the end the work was well accomplished.

Among the essential preliminaries of the administration was the placing of all the principal relief centres in telegraphic communication with the existing lines of electric telegraph. Before the famine there was not any telegraphic communication in north Behar, nor in northern Bengal (save the line to Darjeeling). In November (1873) a telegraphic line was ordered from Patna to Segowlee, near the Nepal frontier, passing through Mozufferpore (west Tirhoot) and Motiharee (Chumparun); also a telegraph along the line of the Northern Bengal Railway through Parbhattypore, a point half-way between Dinagepore and Rungpore. During February and March a temporary extension of these lines was obtained to the north-west extremities of Chumparun and of Tirhoot, and to Dinagepore and Rungpore; also sanction for temporary lines from the Ganges to Durbhunga, and north-east Tirhoot and north Bhagulpore. Thus a telegraphic connexion was established with the remote centres of the worst tracts of country. The lines were constructed with a speed and efficiency most creditable to the Indian Telegraph department. The posts were obtained from the bamboo groves so abundant in these regions. The lines were opened by March, and, despite floods and storms, were kept up through the rainy season. The numerous and important messages delivered during the relief operations were rendered with remarkable accuracy. The value of this communication as a resource in these emergent affairs is too obvious to need any description.

Next, after completing the transport arrangements and bringing all the country carriage into the field, the most urgent matter was the organizing of the relief system according to the rules of the 26th January already mentioned in Chapter I. My visits to all the most distressed tracts of country satisfied me that if relief operations were (according to those rules) to be inspected at least once a week, and if supplies were to be distributed in every severely distressed village—these tracts must be parcelled and mapped out into circles, each circle to contain from fifty to one hundred villages, to be supervised by a superior European or Native officer with a staff of subordinates, among whom would be divided the duty of inspecting all the villages, and with at least one grain depôt from which might be supplied the granaries to be established at convenient places within the circle; that, in short, the unit of relief administration must be the circle, with an organization of its own, sufficient for all branches of the relief work. The officer in charge of a circle would be the immediate executive authority and administrator of relief; to him would be entrusted the safety of the lives of the inhabitants of his circle; and of him would be demanded all the best practical qualities of a civil officer. The boundaries of the circles throughout the more distressed tracts, and the place for the head-quarters of each circle, were determined with all possible expedition. The construction of temporary habitations at these various head-quarters was taken in hand. It was expected that there would be at least one hundred and fifty such circles. The selection of circle officers of the requisite ability for so many circles was the first care. The next thought was the collecting and disposing of the circle subordinates. Each circle would need, on the average, ten inspectors for the visitation of the villages. For each inspector's sub-circle one granary would be needed (that is, ten granaries to a circle), and each granary must have a store-keeper. Then the circle officer must have store-keepers for his central depôt, and one or more native clerks. Thus each circle must have on the average twenty-five subordinates of some education and training. The number to be found for one hundred and fifty circles would be about three thousand five hundred. Besides these, which might be termed the fully organized circles in the most distressed tracts, there

were to be in the less distressed districts many circles and relief centres, with a less complete organization. For these, also, many hundreds of trained officials would be required.

The circle officers and their establishments were to be entirely subordinate to the ordinary civil authority of the district, that is, to the Magistrate and Collector. As regards relief operations, the Magistrate-Collectors were entirely subordinate to the ordinary Divisional Commissioners. In parts of north Behar and northern Bengal it became necessary to appoint Additional Commissioners for assisting in the work of supervision.

In the fully organized circles, the functions of relief committees and sub-committees would merge in the duties of the circle officers, though even here there was nothing to prevent these officers from associating with themselves the best non-official persons, Europeans and Natives, of all classes; and indeed, the assistance from private persons proved ultimately to be very great. In the less organized circles, there were sub-committees consisting of private persons. Often native landholders and zemindars distributed relief on behalf of the State in addition to the charity which they dispensed from their own funds. Often also, European indigo-planters acted as volunteers, or unpaid circle officers, for the villages surrounding their factories, being reimbursed by Government only for the establishments which they had to entertain for the purpose. Their permanent residence, their personal interest in the welfare of their neighbours, and their local experience, rendered them most useful and excellent coadjutors. And in all circles, whether fully, or partly organized, not only were the principal residents engaged in the work of securing the public safety, but also other classes, such as village headmen, superior ryots or cultivators, local accountants, petty traders, in short, all who by their good will or by their means, or by their personal attention were able to render aid.

In order, then, to carry out the comprehensive and searching system of relief which had been prescribed, an extraordinarily large staff of officers and officials had to be rapidly collected. The ordinary civil establishments in Bengal are economically fixed on the lowest scale consistent with efficiency, and could spare but little of their strength for extraordinary service. Therefore the men for the relief establishments had to be sought for in every direction. From the commencement, that is, in November, the Government of Bengal had been obtaining the loan of European civil officers from the North-Western Provinces, Oude, the Punjab, the Central Provinces, and the Bombay Presidency. Assistance was subsequently procured from the military staff corps and from the various branches of the Army. In the provinces under the Government of Bengal itself, all the junior civil servants, and many selected officers from the civil departments were withdrawn from their regular stations and appointed to the relief department, their places being supplied temporarily by natives. Many of the best native officials of all ranks were despatched to the scene of distress. Afterwards a strong staff of trained native officials, Deputy Collectors, Tehsildars, and others, from the North-Western Provinces (through the good co-operation of the Government of those Provinces) were sent down to Behar, and did their work there with the full degree of efficiency that was to be expected of the distinguished administrative school whence they came. Further, with the special assistance of the Commander-in-Chief, a large number of selected native officers of various grades, both of the cavalry and of the infantry, were lent to the Civil Government for the relief work. These men have by their discipline, intelligence, and trustworthiness throughout the operations, left a name behind them in all respects worthy of the service to which they belong.

As a valuable adjunct to the relief system, a special medical staff was collected. Additional medical officers, Europeans, were appointed to most of the distressed districts. In each organized relief circle there was stationed a native medical official, and a field hospital was established in special view of the contingency of a more than ordinary ratio of sickness and mortality being caused by the dearth of food. A Sanitary Commissioner was deputed to travel over all the districts and report upon all medical questions. Though the native medical establishments in India are weak in comparison with the growing needs of the country, still the native doctors required for the relief circles were promptly gathered together from all parts of the country.

Besides the organized circles and the relief committees, there was another important agency for the dispensing of relief, namely, the Public Works Department.

It had been decided that there should be two kinds of relief works, namely, petty works, such as village tanks or village paths, under the supervision of the circle officers and the relief committees; and larger works, such as roads for general traffic, under a special department of public works with Civil Engineers and with trained overseers.

In those tracts where the majority of the population have to be supported for a time by the State, the principle of employing the people on works in their villages, and close by their own doors, assumes great practical importance. It would be very difficult to employ such vast numbers advantageously on any lines of road, or other considerable public work, that could be devised. Or if such object were in any degree compassed and accomplished, this could be done only by taking the people away from their homes, which process, however suitable for able-bodied or professional labourers, would be very detrimental to the feeble classes who have to be entertained on relief works. Fortunately the worst tracts abounded in old tanks needing fresh excavation, and in sites for new tanks. Scarcely a village was devoid of these humble, but useful works, on which the health, almost the life, of both man and beast depended. Here then was an opportunity of improving the rural water-supply of the country in a manner that may be beneficially felt for more than one generation of men. The scheme also fitted in perfectly with the circle system. Accordingly the circle officers took charge of the tanks.

There were also many roads much needed for the promotion of trade, the making or repairing of which would properly benefit the people of the villages through which the lines passed, and also all the professional labourers of the surrounding country. The lines of road to be thus undertaken were immediately made over to the Public Works Department. The several series of these roads were formed into an appropriate number of executive charges. These charges were grouped into three divisions of superintendence. Over each division was placed a Superintending Engineer, and over the whole a special Chief Engineer. Every effort was made to gather together from all parts of India the requisite staff of Civil Engineers and overseers. But these professional establishments are never more than sufficient for the ordinary demands of the public works, always so very heavy in India, and much difficulty was experienced in causing the Civil Engineers, their assistants, and other subordinates, to arrive at the relief works in time. However, by strenuous efforts, the relief roads were all aligned and marked out beforehand. It will be found hereafter that the total length of these roads was expected to amount to upwards of 6,500 miles.

On the 4th February a public meeting, at which His Excellency the Viceroy presided, was held in Calcutta to consider in what way the public of India and England should be invited to help in relieving the distressed people of the drought-stricken districts. At this meeting a Central Relief Committee was appointed at Calcutta to collect subscriptions and administer such funds as might be subscribed. The Government of India undertook to place at the disposal of the Committee public funds equal to the amount of private subscriptions. The Central Committee communicated with the Lord Mayor of London, who had some weeks previously intimated his readiness to open subscriptions for a famine relief fund in England. The Lord Mayor held public meetings in London, at which a Committee was nominated. Meetings were also held at different places in England and India. By the liberality shown £282,669 in all were collected, of which £146,500 were contributed in Great Britain and £131,319 in India. The London Mansion House Committee collected in all £120,000; the Glasgow Committee sent £15,500; the Manchester Committee sent £10,000. Considerable sums were received from the Mauritius, from the Straits Settlements, and from the Dutch commercial community in Java. The Bombay Presidency subscribed £11,704; the Madras Presidency £10,500; and British Burmah £5,500. The total of the private subscriptions, together with the equal sum placed by Government at disposal of the Central Committee, amounted to £565,338.

In deference to the expressed wishes of some of the subscribers in Great Britain, the Central Committee at Calcutta decided that their expenditure should be in addition to, and not in place of, the measures which Government had undertaken for saving life in the most distressed districts. Accordingly they undertook to pay for the special relief hospitals and for the clothes and occasional money help given to paupers in the worst districts, but not for the grain that might be given to them to save their lives, the charges for which grain had been accepted by Government. In the other districts, where the scarcity was less severe, the Committee agreed to defray from their funds all charges on account of charitable relief in whatever shape given. Under this decision the expenditure from the Central Committee's funds may probably amount to about £130,000 in the worst districts, namely, Tirhoot, Chumparun, Bhagulpore, Rungpore, Dinagepore, and Maldah, and to about £290,000 for all the less distressed districts. Their total expenditure may thus amount to about £420,000 in all; but these figures must be regarded as estimates only, until the accounts are finally made up. The Committee engaged also to make provision for orphans or deserted infants who might be unprovided for at the end of the scarcity. Happily such orphans have been few in number.

When the appointment of the Central Relief Committee was first proposed in November 1873, it was hoped that they would manage and control the operations for charitable relief, and that their funds would, so far as the amount might suffice, bear all charges for such relief. But when, as already explained in Chapter I, it became apparent that in the worst tracts the whole power of Government would be needed to avert calamity, the position somewhat altered. The Committee considered that it would be undesirable for them to have a separate organization side by side with the Government establishments. It appeared also that the responsibility of local officers would be weakened, and their action fettered, if they had to take instructions from a Central Committee in Calcutta, as well as from the Government. Some of the British subscribers had stipulated that their funds should be spent, not in contributing resources towards the saving of the life of the people—a duty ultimately devolving on and accepted by the Government—but on auxiliary forms of relief, beyond the sphere which Government relief might fill. It thus happened that the cost of gratuitous relief in the worst districts, where the brunt of the affair fell, was borne mainly by the Government. The duty of administering and controlling charitable relief operations and local committees devolved upon Government and its officers. The Central Committee received reports and accounts of expenditure of the moneys allotted by them, and rendered to the charitable public statements of the manner in which the relief funds were being spent.

The Government officers duly exhorted the more helpful classes of the community to bestir themselves. European indigo-planters, native landholders and traders, took cash advances from the treasury to import grain. In many instances native zemindars caused tanks to be made, either from their own fund or from funds borrowed for this purpose from Government; or gave some advances to their tenantry; or postponed the collection of the rents. It was not, indeed, the case that all of the native gentry fulfilled their duty in these respects; but many, perhaps most, of them did perform it in whole or in part. In Bettiah (North-West Chumparun) the powers of a vast estate were, by special delegation from the Maharaja, exercised by an European gentleman as manager.

In three of the most distressed tracts, namely, Dubhunga (east Tirhoot), Hutwa (west Sarun), Chanchul (west Maldah), extensive estates were under the management of the Court of Wards, and consequently the whole power and resources of those estates were commanded by European officers.

Meanwhile, as the preparations of Government were rapidly completed during February and March, the scarcity grew worse and worse, till during the latter half of March, there were signs of an imminent famine, which could not be stayed save by State interposition, exerted to the utmost.

Besides the marts of the towns and places of trade, there are numerous rural markets in the interior of the country, scattered amongst the villages and held weekly or bi-weekly, whence the majority of the population obtain their supplies of food. Week after week these rustic gatherings were disquieted by the sight of decreasing quantities exposed for sale, and by rumours that the

stocks at the central marts were dwindling away. These rumours had, indeed, but too much foundation. There was little, almost no sign of grain being imported from a distance by private trade. Some convoys, rare and small, would arrive from a distance, and only served to show how slender was the hope in that direction. In all the marts of the most distressed districts, it was ascertained from the grain dealers that they were not importing, and did not expect to import any grain from a distance, for the plain reason that the high prices prevailing elsewhere must render such importation a losing business. Already the remnant of the rice of the past year (1873) was supposed to be exhausted. The rice stores of previous years were seldom seen. Whether they existed at all was doubtful; if they did exist they were held back by the possessors, in view of harder times coming on. There was still some quantity available of the coarser grains, pulses, and millets of 1873. It would suffice to feed the masses for a short time only, how short no man could say. The external demeanour of the people was calm, patient, and resigned. Doubtless they had some faith in the efforts of Government, but remembering the events of former eras, they thought that the worst must come sooner or later. Presently some of the signs of popular anxiety began to appear. Incendiary fires were lighted in many places; private granaries were sometimes ransacked; and the houses of persons supposed to be hoarding hidden grain were occasionally destroyed. But no grain riots occurred at this period.

The prices of grain generally, and of rice especially, were becoming dearer, and were reaching a rate which must distress the poorer classes in many districts, namely, one rupee for ten "seers" or twenty pounds. The ordinary rate of wages for a labouring man ranged from $1\frac{1}{2}$ to $2\frac{1}{2}$ annas per diem, or something under twopence to something over threepence a day, in different parts of the country. But in north Behar the lower rate prevailed. A family in the poorer classes, there, can barely live if common rice is dearer than one rupee for ten seers. In some places the price of rice was a rupee for nine, or eight, or seven seers; in other places it was even one rupee for six and five seers, which rates indicated famine. In other places there was no price quoted, as the article was not procurable at all. But famine rates were not permitted to last anywhere, as soon as they had been discovered by the vigilance of the Government officers. By this time, too, the action of Government had exercised an arresting influence on the rise of prices, steadied the markets, stopped a general run being made on all available supplies, and induced the holders of stocks to produce much more than they would otherwise have produced. Although not a single public granary had been opened, not a pound of Government grain had been issued, still the people saw the long convoys of Government grain threading their way over the country. And though they could hardly believe or imagine the real extent of the measures in progress, yet the sight of Government entering the arena had a potent effect on the public mind. But for this, there would have been excessive dearth at the beginning of March, and famine prices before the end of that month, the evil being intensified by panic among a timid and ignorant people. The consequence must have been a constantly spreading mortality. This statement is necessarily one of opinion. Every care was taken that this opinion should be never subjected, or as seldom subjected as possible, to the cruel test of trial. In other words, the prevalence of famine prices was, as a rule, prevented by Government. That without such prevention they must have set in during March, is, I believe, the opinion of all, or nearly all well-informed persons, European and Native.

Besides the apprehended insufficiency of food-supply, there was another pressing difficulty, namely, the dearth of employment. In north Behar there usually is a certain scantiness of employment. There is but scanty work to be done for the spring crops, which are not largely raised. But the labourers receive wages in the winter harvest, from which they save a part for their support until the coming harvest, eking out their livelihood in various little ways. Also, numbers of them emigrate for a time to the districts on either bank of the Ganges where there is much harvesting in the spring. This year there were no savings from winter wages, and there was nothing to be earned in other ways, save by temporary migration towards the Ganges. Accordingly the number of the persons who thus went away was much greater than usual. Most fortunately the ripening Gangetic harvest of this spring was full. Therefore many hundreds of thousands

men and women departed down south. But the demand in the south was limited, for there also the population is teeming. So the majority of the north Behar people stayed at home as usual, awaiting their fate. At this time (from the 10th to the 20th of March) it was not an immediate dearth of the coarser grains in the market that was to be looked for, but rather the dearth of means on the part of the people for obtaining it, either by paying money or by giving their labor for it. There was still some grain, though not much, to be bought, but the people could not buy it. The only question was, how long they could endure without coming to Government and stretching out their hands for food. Some did thus come day by day, hundreds here and there, the aggregate mounting up to some tens of thousands all over the country, who were duly relieved. But the mass of the people were known to be suffering with silent fortitude a degree of privation which must soon force them to seek relief.

The Government officers pressed on their preparations in every direction and by every mode, though it was impossible to say from what direction and in what mode the famine would open its real attack. The first shock occurred during the second and third weeks of March, in the east and north-east quarter of Tirhoot, near Durbhunga and Mudhoobunnee, when about 400,000 persons on various dates came trooping in from the villages all around, and settled down on certain lines of relief roads, where employment was known to have been afforded to limited numbers for many days past. Almost all were in destitution, most were in very poor strength and condition, many were emaciated, and some were near starvation. After the exodus the villages were found to be almost entirely deserted. The organization of the circles and sub-circles for village relief was not finished; the engineering establishments on the relief roads had not all taken up their positions; the extensive preparations of Government had not been fully arrayed for action; the concourse of such multitudes on particular lines of road had not been contemplated. The intention was that the people should be relieved partly on the village works and partly on the roads. In this emergency the instant business was, of course, to issue money to the multitudes for purchase of food until their proper disposal could be arranged. Effort was then made to disperse the people among the relief circles and the villages. But they dreaded quitting the road, which they imagined to be the only place where subsistence could be obtained, and in their alarm they interposed all the passive resistance they could to being placed on village relief. This unwillingness caused considerable delay before they could be disposed of in such a manner that the circle officers could take systematic charge of a large proportion of them, leaving the remainder on the roads in gangs of a strength manageable by the engineer establishments. Meanwhile, before all this could be effected, masses of disorderly and unruly, though miserable and affrighted, people had to be entertained on a few miles of road. Some work was done, though quite disproportionate to the numbers employed under little more than nominal supervision. At first there was some irregularity in payment, though this was soon overcome. After a time the people were efficiently supported, though not kept properly at work. For the moment a due financial check could not be enforced. The daily enumeration of such multitudes could not be correctly made. Many persons of the lower grades, headmen of gangs, subordinate officials, and the like, found their opportunity for cheating, and made illicit gains. They exerted their influence to dissuade the people from obeying the orders which would introduce system and stop abuses. For a short time some degree of demoralization must have prevailed. But the local authorities persevered with the most commendable resolution. Their establishments for supervision were strengthened constantly, and were soon made up to the full complement. After a short time the people were reduced to order, some on the roads, some on the village tanks. Those who could not work were after enquiry brought under operation of the system which had been devised for gratuitous relief. The first efforts at enforcing system were subjected to sore disadvantage, but at length the object in view was effected.

No such simultaneous rush of many masses of applicants as that at Durbhunga and Mudhoobunnee occurred elsewhere at this period of the famine, but the numbers of those seeking relief rose fast throughout the distressed area.

At this period the wages were entirely paid in cash, that is, in copper pieces; in a few exceptional cases only was payment made in kind. From the

beginning up to the 15th of April thirty-one lakhs of rupees, or £310,000, were disbursed for this purpose. Apparently this was calculated to encourage importation of grain from a distance by trade. No such effect, however, ensued. The real effect of this circulation of cash was the production of the greater part of the local stocks, chiefly consisting of the coarser grains other than rice.

The question naturally arises here, as to whether there were many deaths from starvation. At the outset there must be a point of time between the moment when distress is approaching the stage which would justify the authorities in spreading their relief system over the country and the moment when the system is actually instituted. It is just at this critical point of time that deaths might be apprehended. A watchful search for such cases was maintained. Some were reported and investigated, very few were authenticated. The number of proved cases up to the 18th April did not exceed twenty-two. There was every anxiety on the part of the Government officers to discover such deaths. The facts were important to them for guidance in commencing their operations. From the mistaken cases hastily reported there was manifestly willingness on the part of the people to report. If the authorities had failed in discovering the actual deaths, there were many European non-official residents and independent witnesses able to supply the omission. It may therefore be accepted that the fatal cases were comparatively few, and that there was nothing approaching to an appreciable mortality anywhere. Still it was acknowledged at the time by the Government of Bengal that there must have been some cases directly due to starvation which had never become known, and some cases indirectly due to starvation, where persons casually sick, permanently diseased, infirm, and aged, must have succumbed to insufficient nourishment. This topic will be touched upon again in this narrative, but it may here be said that if such cases had but rarely occurred up to this time (the end of March), they were still less likely to occur afterwards, for a formal enquiry was now set on foot throughout the distressed districts to search out all persons who might be thought to be in danger.

This investigation was taken in hand village by village and house by house for all the poorer classes by the circle and sub-circle officers, already described. Nominal rolls were prepared, and tickets were issued to each person on the roll entitling him or her to a specified ration of rice at the nearest Government granary. The intention was that no person should escape enrolment who was in distress and wholly unable to work, fear being felt lest many ignorant persons might, if not searched out, perish without making sign or complaint. The result of this very extensive registration showed the fear to be but too well founded. But for the close search many would at this period have pined to death in obscurity.

Authority was given to the local officers to sell Government grain under the rules in a few specified places in east and north-east Tirhoot, in north-west Chumparun, in north Bhagulpore, in parts of Purneah, Dinagore, and Rungpore; in which places a failure of supply in the rural markets might at any moment cause a panic to burst forth and shops to be closed, the consequence whereof might be acute distress in remote places before assistance could arrive either through trade or from Government. The price was fixed at one rupee for ten* seers of clean rice, that being a dearer rate than those which then prevailed in the principal marts. The apprehension was that if the dealers should perceive, or fancy they perceived, a chance of grain falling short, they would instantly cease selling the small stores they might have in hand. In such times there is a fear lying deep in their minds of the day coming when no man can find food; there is also the forethought of the value which would then attach to every pound of grain. The dread of inanition and the hope of profit combined would precipitate the crisis of famine prices and their consequences. In order to prevent famine it was necessary to counteract this tendency. The notification of the authority to sell Government grain in these particular places prevented the occurrence of any such crisis. The dealers, seeing that Government would not in the last resort suffer food to fail, brought forward their supplies in the ordinary way. Thus panic in the grain-markets, one of the things to be most dreaded at

* The Government grain, by the time it was delivered at local granaries in the distressed districts, had cost as nearly as possible £12-6-4 per ton, equal to 8½ seers of grain, or equal to about 8 seers of clean rice per rupee (8½s. for a shilling).

the outset of a famine, was never permitted to arise. But for this, the situation at the end of March would have been grievously aggravated by public alarm.

The matter was one of some delicacy, because the hope of assistance from trade had not been wholly abandoned. The orders of Government had from the first strictly enjoined the avoidance of interference with trade, and the rise of prices in the distressed tracts was the very thing most calculated to encourage importation. Dearthness of food up to a certain point was regarded, not with regret, but with satisfaction, as being for the best in the end, and as tending to augment supplies against the evil days yet to come. Nothing, therefore, could be further from our intentions than the artificial lowering of prices generally. On the other hand, as the fundamental principle was the prevention of famine, we could not allow famine prices to exist long in any place, inasmuch as the continuance of such prices must mean wasting misery speedily terminating in death. The determination of the line where famine prices begin wholly depends on the circumstances of the country. What may be an unendurable rate in one place or at one time, may be borne with comparative ease at another place or time. Under the then circumstances of the most distressed districts, there was no doubt that prices dearer than one rupee for seven seers of common rice would be famine prices, which, if permitted to prevail, must cause mortality. As life was at stake, it was resolved that a remedy against such prices must be provided by Government.

In most (though not in all) cases the occurrence of famine prices according to the description above given, was taken as a sure sign of a serious deficiency of food beyond the means of the local trade to supply, and consequently as a justification for giving effect to the rules of the 26th January for the sale of Government grain.

On the other hand, the sale of Government grain was not regarded as necessarily and inevitably to be introduced on the occurrence of prices which caused grave distress. There were other modes whereby Government could supply food to the people besides selling its grain to them, inasmuch as the relief works, the gratuitous relief, the grain advances, were so many modes whereby Government would supplement the food supply in event of need. It is to be remembered that, however dear the price of food might become, there would still be certain classes able to pay it. The circle of persons thus able to pay might become smaller and smaller as matters advanced, but it would continue to exist almost up to the extremity of events. And there would be no public object for Government to lower the price on behalf of these classes. It might be, and often was, preferable to abstain from selling Government grain, notwithstanding famine prices, to leave the upper classes to pay those prices, and to relieve the poorer classes in other ways. The Government never undertook, therefore, to sell Government grain in order to lower even famine prices. Its undertaking was to save life when endangered, and it reserved to itself the discretion of choosing the mode of action most suitable to the general interests. Among those interests was the policy of interfering as little as possible with that trade upon which the food supply of the people, even with the utmost efforts of Government being exerted, so greatly depended. Therefore, whenever Government grain was sold, the price was fixed—not upon any conception of what the poorer classes could afford to pay, nor upon any assumed standard whatever—but upon an actual market standard. At some distance from the most distressed tracts, when Government grain was to be sold, there would sometimes be markets where prices were still quoted, though supplies might be scanty. At all events, there would be the markets on the main line of communication on the Ganges, where prices were regularly quoted, which markets precisely fulfilled the terms of the rules of the 26th January as being “the nearest markets accessible by rail or river.” It was by the prices ruling in the markets, and by those alone, that the prices for the sale of Government grain were regulated.

The hope, however, that importation by private trade could ever effectually reach the most distressed tracts was sinking fast. In all the places where the sale of Government grain was authorized, there was not only no prospect of supplies being brought by trade, but there was a certainty that such supplies

could not arrive for a long time if they ever arrived. But the quieting and steadying effect of the authorization induced the dealers to sell gradually in the ordinary way such supplies as they had. For some time the authority to sell Government grain was little used, and when sales were opened they were not largely attended.

The sum of the allotments of Government grain made to the several districts on my estimates came to 104,000 tons, and the Government of India had arranged to provide the whole of these amounts. Further, the Government of India having from the commencement decided to provide a reserve to meet possible contingencies, arranged to raise the total supply of Government grain to 480,000 tons, out of which, 70,000 tons would be retained as reserve in Calcutta.

As already stated, the bulk of the Government grain was purchased in British Burmah, and sent thence to Calcutta. These arrangements were made (under the orders of the Government of India) by the Hon'ble Ashley Eden, C.S.I., the Chief Commissioner. The manner in which they were carried out was thus recorded in a letter addressed by the Government of India to Mr. Eden:—

“The aggregate order requiring delivery between November and May last amounted to 289,534 tons, value £2,130,874 sterling, exclusive of freight, and the details of the purchase were left to you. Upon general considerations of the state of the market, and the danger of disorganizing internal trade or the ordinary export to Europe, you decided not to call for tenders, but to entrust the execution of the order to two responsible Firms, who had a large private business, and were therefore interested in keeping the market steady. For this purpose you selected Messrs. Bulloch Brothers and Messrs. Mohr Brothers, and you gave them an open order to purchase at market rate up to fixed limit, subject to constant communication with yourself, and to ship to Calcutta free on board at port of despatch. These Firms undertook to prepare the rice by cleaning and husking it, to pack it in gunny bags and place it on shipboard, and they received a commission of 3 per cent. on their outlay. One of the greatest difficulties was, as you observe, to procure tonnage for the conveyance of the grain thus diverted from the usual channel of trade, as there was but a short time available to invite freight from distant ports, and as the whole order had to be executed within a few months. In this difficulty you were aided by the British India Steam Navigation Company, whose fleet was placed at your disposal on very reasonable terms, and was utilized to the extent of 165,789 tons. The balance of the required tonnage was obtained by yourself chiefly in large and fast steamers, secured from various parts of the world, and thus the whole order, equal to about two-fifths of the total exportable produce of the province, was despatched and delivered in Calcutta, according to dates previously advertised, regularly, punctually, and without any kind of misadventure. You express your admiration of the energy and power of organization shown by the British India Steam Navigation Company and its officers in keeping to their engagements under the strain suddenly put upon them, and you are satisfied, on the whole, with the manner in which the Firms selected by you executed the order entrusted to them, notwithstanding the numerous difficulties of detail consequent on the magnitude of the operation.

* * * * *

“The work is now over, and has been successfully done throughout. The Government entrusted the details of its execution to you, and thus unavoidably placed you in a new and difficult position, which required prompt decision and immediate action, coupled with secrecy, and in which any mistake must have been attended by very serious consequences, both to your own province and to the people of Bengal, whose relief was mainly dependent upon it. By the measures you adopted there has been no derangement of internal or export trade in the purchase of the required supplies, and no delay or failure in their delivery. The confidence placed in you by the Government has been fully justified by the result, and the Governor-General in Council desires to record his high appreciation of your services.”

I shall conclude this chapter with a quotation from a resolution issued by the Government of India on the 6th March, which announced to all concerned

the sentiments of the highest authority on the eve of the impending contest with famine.

“Active operations for the relief of distress having now commenced, the Governor-General in Council reminds local officers that it is their duty to see that the arrangements for the relief of distress are adequate within the area under their charge, and that they will be held responsible that no deaths from starvation occur which could have been avoided by any exertion or arrangements within their power, and the means placed at their command.

“His Excellency in Council is satisfied that all officers have cheerfully accepted this responsibility, and that they will perform the arduous task imposed upon them with the zeal, ability, and self sacrifice which have always distinguished the servants of the Crown and of the East India Company in India in times of difficulty and danger.

“The Government has not prescribed the invariable use of any test, either by labour or by the distribution of cooked food, for the purpose of determining who are fit objects for relief. Such tests are desirable and necessary under certain circumstances. It is right that able-bodied men accustomed to labour should, as a general rule, be required to work in return for the food or money supplied to them. It is desirable that light work should be found for others, where this can be arranged profitably and without obliging large numbers of people to leave their homes. In dealing with certain classes of distress, especially in towns, the issue of relief in cooked food may be useful as a test. But stringent tests are inapplicable to those limited tracts of country where, owing to the great failure of the crops and the absence of private trade, the Government have, in accordance with their resolution of the 7th November last, assumed the task of importing grain for sale and distribution to the people.

“In such tracts the difficulty will be not to prevent undeserving applicants from being relieved, but to ensure that sufficient supplies reach those who require them; and, in addition to the modes of relief and the provision for the sale of grain specified in the instructions to Relief Committees, grain should be freely advanced to zemindars and mahajuns under the instructions already issued by the Government of Bengal, as well as to cultivating ryots, where there is a reasonable probability of repayment, at the discretion of the local officers, and with a due regard to the maintenance of a sufficient reserve.”

The succeeding chapter will show how the above instructions and all the previous orders were executed during the worst period of the distress.

CHAPTER III.

THE narrative has been continued up to the middle of April, that is, up to the time when the scarcity was approaching its full development, and when the relief operations were covering their entire extent with all their force. Before proceeding further I will pause to give in this chapter a statistical summary of the results of the estimates described in the last chapter as regards—

- 1st, the famine,
- 2nd, the relief operations,
- 3rd, the financial cost.

The first category relates to the famine itself. The area is divided into two parts, namely, the very distressed tracts, comprising a large portion of the districts of Sarun, Chumparun, Tirhoot, Bhagulpore, Purneah, Dinagepore, Rungpore, and Bogra, and the partly distressed tracts, comprising portions of the districts of Shahabad, Gya, Monghyr, Sonthalia, Maldah, Rajshahye, Pubna, Moorshedabad, Julpigoree, Burdwan, Beerbhoom, Bankoora, Manbhoom, Nuddea, and some scattered places not worth mentioning separately.

The following table shows the area of distress, the population affected, the maximum number of persons expected to need assistance from Government, the

percentage of that number upon such population, and the quantity of Government grain allotted :—

1	2	3	4	5	6
	Area in square miles	Population.	Number of persons expected to require assistance for a Government at the worst season	Percentage of normal season in column 4 on basis in column 5	Quantity in tons of Government grain allotted
Assisted districts	20,970	10,700,000	2,805,084	26.2	430,000
Unassisted districts	10,150	7,064,600	918,484	11.5	74,000
Total	30,120	17,764,600	3,723,568	20.9	504,000

The quantity of grain above shown (401,000 tons) is that which, up to the middle of April, the Government of Bengal had undertaken to carry from the railway stations into the interior of the districts. It is exclusive of the quantity ordered for the reserve at Calcutta under the Government of India, which brought the grand total up to 480,000 tons.

The numbers of the villages, and of the houses to be inspected or visited for relief purposes, especially in the partly distressed tracts, could not be stated precisely enough for insertion in a statistical summary. But approximately it was calculated that the work would spread over 27,750 villages containing about 2,096,843 houses.

The area affected by the failure of crops has been stated to be about 40,000 square-miles. It is not possible to state precisely the area of crops that were lost, but an estimate framed, district by district, on the best data available, shows that the loss must have been from 3 to 3½ million tons of food, a quantity equal to the average out-turn of 6 to 7 million acres of food-producing land. The vacuum in the supplies was, we may believe, filled by the importation of 1,000,000 tons of grain on the part of trade and of Government together, by the consumption of old stocks to an extent that cannot be stated, and by the cultivation of a very largely increased area with early food-crops, whereby a great quantity of food was thrown into the market during August and September 1874, two or three months before the time when the main rice-crop is usually available. Further, there was some compensation afforded by diminished consumption in consequence of the high prices.

The next table shows the means of transport with which the task was to be undertaken of carrying the 404,000 tons of grain, generally by rough and unmade roads, over distances ranging from 20 to 155 miles.

		Infantry	Cavalry	Artillery	Engineers	Medical	Transport	Communications	Other	Total	
1890	1st	13	1,030	9,900	102,075	202,800	1,350	3,000	2,340	9	25
1891	1st	13	1,086	12,200	1,250	10,000	.	11,000	.	14	.
Total		25	2,116	104,100	103,825	212,800	1,350	14,000	2,340	23	23

If the amount of transport, then, engaged by land and water, shall seem enormous, it is to be remembered that the figures represent the highest amount of transport in use or to be used at any one time. In most cases the maximum amount of transport remained in employ but for a short time say, a very few weeks. About two-thirds of the aggregate was intended to be employed continuously for four months.

The statistics having been given of the numbers of persons to be relieved in some shape or other, of the Government grain allotted, and of the means and resources for transporting that grain, there remain to be given the statistics of the means for dispensing the relief and for distributing the grain.

The following table exhibits the numbers of the relief centres of various kinds:—

1	2	3	4	5	6	7
Central Committee	District and Sub-divisional Relief Committees	Organized circles under Government officers.	Sub-circles or groups	Circles under private persons, European or Native.	Sub-Committees	Total of all Relief Circles.
1	90	158	1,141	242	650	2,281

The relief centres then, great and small, amounted to 2,281 in number. All of them had grain depôts and granaries, besides which there were special depôts at the starting places of the main lines of transport. Altogether the number of depôts and granaries together was not less than 2,300.

The special administrative staff ordered or appointed to the relief centres shown in the last table may be classified as below. The average period for which this special establishment was to be employed was expected to be seven, perhaps eight months.

European superior officers.	Circle officers	Native officers	Grain store-keepers and other ministerial officers.	Private persons, European or Native, employed on relief.	Total of all grades.
102	158	1,279	3,395	2,026	6,960

The special establishments for relief were over and above the ordinary civil establishments of the districts concerned. The total number of men (6,960) represents men of training and education from the highest degree to the lesser degrees. But it is exclusive of messengers, watchmen, and menial servants, who were very numerous, and could hardly be specified numerically: the number of these, however, was believed to be not less than 9,800. If this last-named number be correct, the total numerical strength of the relief establishments alone must have amounted to 16,760 men.

As previously explained, there were medical establishments engaged for the relief centres, which may be numerically shown as below:—

European Surgeons	Native Assistant Surgeons and Doctors.
5	136

Besides these, the ordinary medical staff of the distressed tracts were much occupied in attending the relief hospitals and supervising the administration of in-door relief.

As already seen, one of the principal modes of affording relief was employment on public works. The next table shows the various classes of public works then intended to be undertaken or prosecuted for this purpose, each column representing distance in miles:—

Relief roads.	Soane Canal works.	Gunduk embankments.	Northern Bengal Railway.
Miles.	Miles.	Miles.	Miles.
4,826	380	90	198

If the proposed length of relief roads should seem extraordinarily great, it is to be remembered that the work was for the most part to consist of throwing up embankments, or preparing plain unmetalled roadways, partly also of repairing old roads, and that comparatively few bridges or culverts were expected to be built.

As already seen, one important class of works for the employment of the people consisted of tanks; partly constructing new tanks, but chiefly excavating the old village tanks, especially in north Behar. It was impossible to give any precise number of the tanks thus worked upon more or less, but the total number was expected to amount to not less than 2,500.

The public works shown above do not include any works of general utility or agricultural improvement, undertaken by private persons, European or Native, indigo planters, zemindars, and others. It was impossible to foresee exactly how much such private persons would be induced to do in this direction, though there was every hope and belief that much was being and would yet be done by them.

For the supervision of the various public works exhibited in the last preceding table, the following establishments were employed. From these, however, are excluded the establishments on the Soane Canal and Northern Bengal Railway, as those great works (though temporarily serving the purposes of relief) were, in the main, to be carried on irrespectively of the present famine. The table stands thus:—

Special Chief Engineer.	Superintending Engineers.	Executive and Assistant Engineers.	Overseers and Subordinates
1	1	36	113

The extent of temporary lines of electric telegraph constructed in order to connect the principal relief centres with the regular telegraph communication of the country may be thus shown in miles:—

Number of principal relief centres connected.	Length of temporary telegraph lines in miles.
17	336

The labour undertaken by the Government having been thus summarized, there remains to be given the estimate of the cost financially. On the 13th February Sir George Campbell submitted an estimate of the expenditure to be incurred on the famine, which showed a net expenditure of £4,350,000. Immediately after assuming charge of the Government of Bengal, on the 10th April, I was requested by the Government of India to submit a revised estimate according to latest information, which was done on the 13th April. The net result of my estimate showed a larger expenditure than the estimate previously made, inasmuch as during the interval more grain had been bought, the Durbhunga railway undertaken, and the Government reserve carriage organized.

The revised estimate was generally accepted by the Government of India.

The following abstract gives the gross expenditure, according to the estimate of the 13th April, to be incurred before the end of the year 1874-75:—

	£
Special establishments	135,000
Promotion of private grain trade (on guaranteed railways)	340,000
Relief works	2,530,000
Durbhunga State Railway	200,000
Government grain purchase	3,784,000
Ditto transport	1,750,000
Government reserve transport train	186,000
Charitable relief	200,000
Grants-in-aid of private works	50,000
Advances to zemindars, traders, &c	500,000
Total	9,675,000

But as a set-off against this gross expenditure, large recoveries were expected to be made during 1874-75 and 1875-76, as shown below :—

	£
Sale of Government grain to relief labourers	1,530,000
Sale of ditto to the public	303,000
Sale of ditto to relief committees	150,000
Sale of reserve grain	378,000
Recoveries from ryots of value of grain advances	714,000
Recoveries of advances from zemindars and traders	450,000
Total	<u>3,525,000</u>

The anticipated net expenditure was to stand thus :—

	£
Gross	9,675,000
Less recoveries	<u>3,525,000</u>
Total	<u>6,150,000</u>

When this estimate was submitted, a reservation was made to the effect that the case involved extraordinary circumstances which could not be accurately foreseen.

The statistical summary given in this chapter does not exhaust the statistics relating to the famine. It presents only a figured abstract of the general situation as known in the middle of April, and of the detailed scheme of operations according as the event was expected to occur. The statistics relating to the event, as it actually occurred, will appear in the succeeding chapters.

CHAPTER IV.

THE circumstances of the famine having been narrated up to the 15th April, and a statistical abstract of the case as it then stood having been given, I resume the narrative from that date. It may be remembered that on the 3th April I had assumed charge of the Government of Bengal.

At length it was certain that the gravest of the apprehensions which had ever been officially expressed would be realized in the very distressed tracts. Some grounds for encouragement were not, indeed, wanting. In many of the less distressed tracts the harvest of the spring crops had proved quite as abundant as its early promise. The spring harvest was fair in the North-Western Provinces, and very good in the Punjab. Importation of food-grains from those quarters into southern and central Behar by private trade was going on largely, and was likely to go on more and more, all which would tend to narrow and restrict the area of distress. There were some early rice-crops (of inconsiderable amount) being reaped in northern Bengal. On the other hand, the showers hoped for in the spring had never fallen. The intermediate coarse crops sown by the people of the very distressed districts in February, in order to obtain some slight relief in the summer, were withering fast. There was no longer any hope that grain would or could be imported by private enterprise into these tracts. The private stocks of grain were believed by the people to be nearly exhausted. Prices were rising fast, and it was universally understood that they were prevented from reaching famine rates only by the trust of the public that the opening of the Government granaries would not be delayed. There was, on the whole, every reason to fear that the larger portion of the people in the worst tracts would be forced to look to the State for assistance, more or less, until August. The official investigations had penetrated to every village. It was proved that the class of destitute poor, and beggars, ordinarily supported by private charity, could no longer be sustained by these means, the donors of such alms being themselves in straits. It was found that the non-agricultural classes, weavers, workers in metals of all kinds, carpenters, artisans of all sorts, fishermen, menials, and others, had nothing to eat, and were wholly out of work; that the extensive class next above these, namely, the field labourers, and the

small cultivators who occupy some land and eke out their livelihood by working on the land of others, had eaten up their little stores and were bereft of employment. It was further apparent that destitution was gradually creeping over other classes, such as the cultivators generally (with the exception only of the occupancy tenure-holders), and such as the Brahmins, whose habits and notions unfitted them for active work. Although the distress had been successfully checked in most places, the cases of starvation being very rare, yet in some places distress was discovered to have reached a critically dangerous degree, relief arriving only just in time to restore the emaciated, to resuscitate the fainting, and to avert considerable mortality.

The measure of the distress actually existing was at that period ascertainable by the numbers on gratuitous relief and on relief works, which numbers stood thus on or about the 15th April:—

Persons on gratuitous or charitable relief.	Persons on relief works.	Total.
116,471	1,185,448	1,301,919

The numbers were rising daily everywhere, and official warning had been received from many places that a more rapid increase must be expected. In most of the distressed districts complaint and entreaty had been made by the cultivating classes to the effect that, as their subsistence until the next August harvest was running short, they might receive advances of Government grain. And in every possible way the people were making known to the officials their anxiety that the Government granaries should be opened everywhere without any more delay, for the sale of grain to the public, for payment of relief wages in kind, and for the general administration of relief. The Government granaries had been for the most part kept closed, partly in order that private trade might have the fairest chance possible, in order that the resources of private stocks might be tested by paying wages wherewith the people would buy their food, and that the arrival of the Government stores in adequate quantities might be secured, before opportunity should be given for very heavy demand.

There was no room for doubt that, while private trade was doing all in its power in many directions with the greatest public advantage, yet there were extensive limits of territory within which it was powerless, and in which there was a general demand beyond its means to supply. The payment of relief wages in cash, by stimulating purchases, had brought out private stocks till they were near depletion. The transport department had succeeded in bringing up enough supplies to meet any demand that could practically be made.

To postpone longer the general issue of Government grain, would be to aggravate the sufferings of the people. It was therefore decided that all gratuitous relief must be given in grain, except a small portion which might continue in cash; that all wages to relief labourers must be paid in grain, cash-payments being stopped as soon as might be practicable; that the relief officers need no longer hesitate to sell Government grain to the public, in all places where such selling had already been authorized, and should immediately apply for permission to sell in any place where the circumstances might seem to necessitate this measure under the rules; that the numerous applications from cultivators and ryots for advances of food-grain must be entertained, and, after enquiry, allowed in all cases where the authorities considered that there was a fair prospect of recovery.

Thus all the parts of the general scheme were brought into effect, and all the forces at our disposal were exerted. In succeeding paragraphs, it will be shown how the executive decision was carried out respecting each of the above points in order.

Before doing so, I must advert to the working of the relief circles and sub-circles, inasmuch as the execution of all orders depended on the circle system; and also to the proceedings of the regular Public Works Department in connection with that system.

The organization of the relief circles and sub-circles in one shape or other, and of the relief committees and sub-committees, as already described, had been by this time completed in all the distressed districts. The very numerous staff

of officers and officials (set forth in Chapter III) had arrived at their posts. In the worst tracts every cluster of villages, from five to ten in number, was formed into a group with a native official, and a store of grain with its store-keeper; so that every village could be visited twice a week or oftener, and Government grain be within reach at a distance of two or three miles at the furthest. The several groups in each circle were being frequently inspected by the European circle officer and his assistants. The organization was simple in itself. Its real magnitude, and the difficulty of enforcing it, will be apparent only when the area and population over which it extended are borne in mind. The apportionment of the relief labourers between the circle officers and the Public Works Department had been effected. The relief roads had been visited by the several superintending engineers, and a certain degree of departmental method and check had been established.

The issue of rations in grain to the recipients of charitable relief was arranged without difficulty. The grain consisted generally of rice. It was necessary that, together with the rice, some other kind of grain or some vegetable and condiment should be taken. To enable these people to purchase the accessories, a small portion, one-sixth, of the ration was given in money. It was not found expedient as a rule to issue cooked or prepared food, save in a few places. The investigation adverted to in Chapter II had been finished, and the registers had been prepared of all fit recipients of this relief. The tickets entitling the people named to gratuitous relief had been issued to each person or to each family. Those who were able to do any, even the lightest kind of work—weaving, spinning, or the like—had their tasks allotted. Those who were unable to take any care of themselves, were lodged in poor-houses, or placed under medical supervision. There was still, however, some difficulty in searching out all the fit objects of this relief. The superior officers of the circles, on going their rounds in the villages to see whether the registration had been completely done, would find here and there some feeble person not included in the registers. And at each weekly or bi-weekly inspection by the group or sub-circle officials, the nominal roll was swelling. In justice to the people, it must be said that but little imposture came to light. We had to guard rather against their holding back unduly, than against their coming forward improperly. Whether from shyness, or ignorance, or resignation, or despair, they often faced mortal danger in a manner which inspired both pity and esteem.

By degrees those persons who, from caste, delicate nurture, social seclusion, or such like reason could neither work nor beg, were added more and more to those lists. In north Behar, the Tirhoota Brahmins form a very numerous class. Some few of them were induced to work for Government wages, by the persuasion of a relief officer who was himself a Brahmin. It is probable that the majority of them would, sooner than work, have drifted into a condition near to starvation. The local authorities deferred relieving these cases as long as possible, but gradually admitted them according as the imperative demands of safety might dictate. The people of this class, however, were, from a natural pride, often unwilling to be regarded as recipients of altogether gratuitous relief, and would endeavour to pay something, however small.

In the Burdwan division only was there any reason to take precautions against imposture. There the endemic fever had necessitated the administration of relief, medical or other, during several years past, and some classes had gradually fallen into habits of undue dependence on public charity. Here the issue of cooked-food served as an effective check in this Division.

It was ruled that the payment of wages of relief labourers in grain might be arranged in more ways than one. The most direct way was the issue of grain to the men. But the authorities might establish grain-shops at, or close by, the works, and issue money to the men, wherewith they would buy grain at those shops. Or the men receiving their wages in money might purchase their food at the nearest Government granary. About the time when these orders were being given, a difficulty with many large gangs of these labourers on the relief roads had sprung up in several districts, and more especially in Mudhoobunnee and north-eastern Tirhoot. These people had been paid on the plan of daily wages, which meant that a person—man, woman, or child—should labour all the working hours of the day, and receive a daily wage at rates fixed

for men, women, and children, respectively. The rates being hardly higher than those of ordinary times, were very low in places of dearth and scarcity. This plan, though applicable to limited numbers, was found, when applied to very large numbers, to militate against any effective supervision by measuring up of work actually done; to fail in offering a reward to industry, or imposing a penalty on idleness; to give birth to many petty abuses, and especially to afford opportunities of wrongful gain to gangmen who had to be selected from among the people themselves for watching the work of the gangs. During the first rush, crush, and stress of relief affairs, the introduction of the piece-work plan (which is much preferable) had not been practicable; but it was resolved to take the earliest safe opportunity of introducing it. The piece-work plan meant fixing a rate of payment for a specified amount of earth-work, measuring up the work actually done, and paying accordingly. The terms first proposed for the piece-work were quite liberal as compared with those which would be allowed in ordinary times, and even in these hard times admitted of a tolerably able, industrious, and skilful person earning a subsistence. They were, however, hardly liberal enough in regard to the severity of out-door toil in the hottest season, to the induration of the parched up soil, to the feebleness and inaptitude of many of the people, and to the large proportion of women and children in the gangs. When they were promulgated, the ignorant people imagined them to be so hard as to preclude an ordinary untrained villager from earning subsistence under them. This notion was fostered by the gangmen, who thought by passive resistance to stop the substitution of piece-work for the daily wage, and thereby to prolong the opportunity of their own illicit gains. So they persuaded the people that to attempt piece-work on the roads was to fail to obtain sufficient food, and that it would be better to stay at home and languish there than to starve abroad. In many cases they even insinuated that the Government was tired of supporting the people, and that the piece-work was only a pretext for making the relief-labourers leave the roads, and so for closing the works. All this resulted in the people deserting the works in very large numbers. The total number of persons who thus deserted in various places and on various dates about this time was not less than 350,000. A certain number, some thousands in all, who were either professional earth-diggers or were apt at labour, remained on the roads to do the piece-work. For a while it was naturally believed that the hundreds of thousands of deserters must all come back to the works, inasmuch as they had no other means of living. But soon the relief circle officers reported that tens of thousands of persons having left the roads had returned to their homes and were staying there in apparent destitution, perhaps under some misapprehension. It was found on enquiry that these people were existing on the verge of starvation, under the idea either that they had no chance of earning their bread on the roads, or else that the works had been closed against them. Unless some remedy were immediately adopted, extensive mortality must ensue. These misapprehensions were soon rectified, and the labourers were too glad to return to work and pay. Opportunity was taken to render the terms of the piece-work more liberal, and the local authorities gradually, but firmly, substituted this system for daily wages almost everywhere. At the same time the wages were paid in grain. So many pounds of rice were given for so many cubic feet of earth-work measured up.

After a time, the effect of this change was visible in the behaviour of the relief labourers. They found on trial the premium which piece-work offers to the industrious who choose to work during extra hours. Practice fast improved their skill and aptitude. The long summer days enabled them to labour for many hours out of the twenty-four, and so to earn an amount from which they could find present sustenance, and save something against the rainy season when the works would be closed. Many men, whose wives and children had been working on the roads, would now earn alone enough for the household, and would keep their families at home. Very many, too, managed to earn in a few hours enough for daily food, and spent the remainder of the day preparing their arid fields in the hope of showers. The majority of the people were spurred and stimulated to a degree of perseverance and energy, which would hardly have been credited had it not been fully demonstrated. Despite incessant toil in the fierce heat, the physical condition of the mass improved

week by week. As their laboring and earning powers increased, it was thought safe for them, and just to the State, to render the piece-work terms somewhat harder. To this they submitted without complaint. The piece-work system was seen to be open to one particular objection, in that a practised or professional workman earns more than need be allowed to him as relief. Any terms which are favorable enough for the unskilled and inefficient (who are the great majority), must prove too favorable for the skilled few. It was decided that this objection could not be obviated, and that no exception could be made as against these individuals, especially as their example instructed the mass of the relief-labourers in workmanlike habits.

While the number of persons thus assisted rose everywhere, and in some places rapidly, no such extraordinary rush of people to relief centres occurred, such as that related in Chapter II as occurring in Tirhoot during the latter part of March. However, some rapid assemblages did take place in the north-west corner of Chumparun, in parts of Sarun and of Bogra, also in Julpigoree, near Cooch Behar. And in some parts of west Tirhoot (near Mozufferpore) distress was found to have brought the villagers to the border of destruction, when succour arrived to save them. In Julpigoree there was serious rioting, though of very brief duration. In no other district did any breach of the peace occur.

About this period some disappointment began to be felt at the amount of labour on the large engineering works not being larger than it was. The Gunduk embankment, indeed, being very favorably situated in respect to distressed tracts, did attract almost as many labourers as could be advantageously entertained—45,000. But the Soane Canal and the Northern Bengal Railway never received the desired complement. The highest numbers of labourers on these works may be thus stated:—

Soane Canal ...	...	41,000
Northern Bengal Railway ...	...	22,000

Unsuccessful attempts were made to induce bodies of laborers from Sarun to resort to the Soane Canal, and from the south of the Ganges, Monghyr, and Sonthalia to the Northern Bengal State Railway. Frequent injunctions were sent to the local authorities to send labourers to that railway, but without much result. These numbers would have been greater had there been no other relief work. Some men who might have been induced to leave their homes and go to a distance for these great works, preferred lesser works close at hand. But this objection cannot be obviated, when, from general famine, it has become necessary to spread a relief system over the country. The majority of relief labourers cannot migrate to a distance for a short time; they have their families, their fields, and their concerns at home, all which will in a very few weeks urgently need their presence. Their time would be lost in going and coming, and unless they received bounties (which are otherwise objectionable) they could not subsist. For them, therefore, if no works but the great engineering works are open, there will be no relief at all, and they must perish. But if the numerous lesser works are open for them (and they are the vast majority) it is impossible to prevent the few who could migrate from taking advantage of the works near at home. Nor is this wholly disadvantageous. For these are the very men who, having skill, show the unskilled multitudes how to work, and thus render the relief labour more productive.

It is not to be forgotten, indeed, that even in ordinary years, if State works, whether for relief or other purposes, were to be opened in the month of May, they would attract a certain number of people. But no such numbers, nor a fraction of such numbers, would ever be attracted to out-door work at this burning season, as those which flocked to, and lived upon, the relief works in May 1874, unless they were really suffering from hunger.

The applications from cultivators and ryots for advances of food-grain became so very numerous, that it would be impossible to dispose of each separately. Therefore in the more distressed tracts an enquiry was instituted by the circle officers, village to village, as to what cultivators desired and really needed such advances. A registry having been thus made of fit recipients, the circle officers granted the advances. The

amounts in various cases differed according to circumstances, representing food for the cultivator and his family for one month, or two months, or even more. Sometimes the cultivator was able to pledge some little property as security; or the cultivators of a village would be joint personal security one for the other; or the landholder and zemindar would be security for his cultivators. The advances were allowed to be made in all cases where there was a reasonable probability of repayment according to the principle laid down by the Government of India on the 6th March, in the resolution quoted at the end of Chapter II. The terms of these advances were that the price of the grain was to be repaid, half by March 1875, and the remainder by March 1876. The price at which repayment was to be made was 15 seers per rupee, and subsequently the price was cheapened to 18 seers per rupee in the case of advances made on the security of zemindars. According to the prices of ordinary years, a ryot will have to sell at least two maunds of rice in 1875 and 1876 to raise funds for repaying the price of one maund advanced in 1874. Though no interest is charged on Government grain advances, yet the terms to the ryot will practically be cent. per cent. interest in kind for the loan of the grain for two years. Although the Government, receiving back its principal only in cash, does not of course reap any such interest; still it will be seen that the terms of these advances were made as favorable for the public treasury as they could be with regard to the safety of the people.

As the cultivating season approached, on the falling of the summer showers which usually precede the setting in of the rains, the policy of making these advances became seriously important. The men must be tilling their fields, and would be thereby precluded from earning wages elsewhere. But what if there should be no food to be bought, or if they should have no means of buying it, or if, to raise the means, they should have to part with their little capital, their seed-grain and their cattle? These questions involved the prospects of the future crops.

The advances tended especially to prevent the consumption, for food, of grain which ought to be reserved for seed. If they were withheld, there was every reason to fear that seed-grain might not be forthcoming for the next sowings. Some quantity of seed-grain was known to be in the hands of the trade. It was desired to get some of this into the possession of Government for distribution, in event of need, to cultivators. The local officers were authorized to exchange some of the Government food-grain for this seed-grain, which was accordingly done to a limited extent. Some quantity of seed-grain was also purchased by Government in Calcutta for the use of the distressed districts.

While the State was thus doing its utmost for the relief of the people, the efforts of the zemindars and landholders, and nearly all the principal natives who hold land (which have been already alluded to in Chapter II) were exerted more and more, in respect to the digging of tanks, to advances to the tenantry, and to the postponement of rent-collections. The conduct of many zemindars was homouably conspicuous. There were, indeed, omissions, short-comings, and failures, on the part of individuals, all which may furnish matter for regret. But when the enumeration comes to be made of the good deeds done by the zemindars as a body during this famine, the catalogue will be found to be extensive and creditable.

I must now advert to the sale of Government grain. Although in some few parts of North Behar there was a rush of purchasers on the opening of the granaries for these sales, yet during April the whole amount sold was small—less than 10,000 tons. The people were allowed to purchase direct from the Government granaries. Generally, however, the grain was sold to dealers on the condition that they retailed it at the fixed rate to the public. Often, too, it was sold to wholesale dealers at a slight advantage over the retail rate to enable them to distribute it among the retail dealers. The prices were slightly modified in favour of the people as compared with that first fixed (one rupee for ten seers of cleaned rice to be sold to the consumers), and were fixed at rates from one rupee for ten seers to one rupee for twelve seers. The rates then prevailing at Calcutta, Dacca, Patna, and other great marts were somewhat cheaper. It was with reference to these market rates, and to these alone, that the prices of the Government grain were regulated. The determination of any

artificial standard of price was avoided; and the principles already explained in Chapter II were adhered to.

It will here be proper to state the tracts where the sale of Government grain was and was not authorized. Such sale was authorized over the greater part of Tirhoot, Chumparun, North Bhagulpore, North Monghyr, parts of Purneah, Dinagepore, Rungpore, Maldah, and Bogra. In the above districts the people largely availed themselves of the privilege. Sale was subsequently authorized in very limited tracts of Manbhoom, Rajshahye, Moorshedabad, Sonthalia, Julpigoree, Sarun, and Bankoora, and at four places in Gya. In these last named tracts the people availed themselves but slightly of the privilege. Sale was never authorized in south Tirhoot, Shahabad, Burdwan, Beerbhoom, Hazareebagh, Pubna, and in parts of Sarun, Purneah, Dinagepore, and Rungpore. On the whole the sales were authorized in about one-third of the area of the distressed districts, and were never authorized in the remaining two-thirds.

Up to the 10th of June, the total sales of Government grain in all the distressed districts amounted to only 47,389 tons.

Native opinion may be regarded as having an important bearing on the question whether these sales really interfered with trade. I questioned the native grain dealers at all, or nearly all, of the principal marts in Behar and Bengal, and found them unanimously in favour of the measure, provided that it was carried out under the conditions prescribed by Government. In some places the traders urged the measure on our consideration, and constituted themselves advocates on behalf of their suffering fellow citizens. From their own repeated declarations it appeared that they were not afraid of Government interference. From no persons have I heard stronger expressions of gratitude, or more distinct assertions that the State had saved the fortunes of the traders by saving the lives of their constituents, than from the principal native merchants of Behar.

The best illustration, however, is that derivable from the facts of the grain trade during the summer of 1874, which may now be summarized.

The districts in which the sales of Government grain was not authorized, or was kept within narrow limits, were supplied largely by private trade. The concession whereby Government defrayed half the railway freight on grain, and so enabled private importers to carry their grain by railway at the rate of about 3½ pies (less than a half penny) per ton per mile, produced an important result in the shape of large private importation into the distressed districts. Rice from Bengal, wheat, barley, maize, millet, and other grains from northern and central India, were brought by rail to all the chief marts on or near the line of the East Indian Railway. For some months the importation of private grain into Behar alone by railway averaged from 1,200 to 2,000 tons a day. The total of private grain imported into Behar by railway, from October 1873 to October 1874, amounted to—

		Tons.
From Bengal upwards	...	157,226
„ northern and central India	...	225,952
Total	...	<u>383,178</u>

The grain imported into Behar by the Ganges during the same period was registered at Sahebgunge and found to amount to 44,886 tons. The rice imported from the eastern districts into northern Bengal came by many different channels, and could not be registered or reckoned as it passed. The total importations of rice from Bengal by rail and river into Behar have been seen to have reached a total of 202,000 tons. It is estimated that about half as much more (101,000 tons) was carried into northern Bengal (Rajshaye) from the neighbouring granaries of the eastern districts. According to this estimate, a total of 529,000 tons of grain must have been carried by private trade into the distressed districts. This large total shows that private trade has been active beyond the anticipations of most people, and has fully justified the confidence placed by the Government of India at the beginning of the affair in the resources and enterprise of private dealers. It has been already explained that prices were everywhere so high, that private traders could not afford to carry grain by long land journeys to markets far from the railways or great rivers; and that consequently private importation scarcely penetrated to the most remote and most distressed parts of north Behar and northern Bengal. But the private

importation, as just shown, fully supplied the broad and densely peopled tracts near the railways, and left the Government free to concentrate its supplies and resources mainly on the most distressed tracts.

It may be interesting to note here the total quantity of grain, public and private, imported into the distressed districts during the year 1874. The total Government importations (exclusive of the reserve in Calcutta) amounted to about 460,000 tons; this, together with 529,000 tons of grain carried into the country by private dealers, makes a total of about one million tons of food, a quantity sufficient to support about eight million persons for six months. Of the Government stocks, about 105,000 tons will, in consequence of the favorable character of the present autumn season, remain unexpended at the end of October, when all relief measures will be for the most part at an end everywhere save in the Burdwan country.

It is a sign of the great resources of the provinces of India that, notwithstanding the drain on northern India and Burmah during the past ten months, the price of food in those countries is at the present moment about as cheap as in ordinary years.

While all parts of the general relief scheme were in force during April and May, causing a present drain on the Government granaries, with the prospect of a still heavier drain from and after June, the efforts of the inland transport department were strained to the utmost degree of tension. Some of the European contractors, those in Chumparun, north-west of Tirhoot, and north Bhagulpore won the highest credit by their vigorous management and unfailing punctuality, performing their engagements some weeks before the appointed time. The Native contractors in Sarun, Purneah, Maldah, and Dinagepore did almost equally well. Delays however came about in Rungpore and in Manbhoom, partly because the local officers persevered in their endeavours to obtain carriage without the aid of contractors, and partly because cholera attacked the transit routes. Providentially the cholera soon ceased, and the other obstacles were soon overcome by the despatch of experienced transport officers to the spot, with authority to make contracts.

In eastern and north-eastern Tirhoot, all the troubles which had been foreseen as incidental to transport work, sickness and mortality of cattle, scantiness of water, poorness of fodder, roughness of roads, breaking up of carts, large deficiency of carriage below the amount which the contractors had expected to bring into the field, falling off in the amount of carriage which had at the outset been forthcoming, actually threatened us in combination, and in their totality assumed formidable proportions. The aggregate of losses and deficiencies was estimated as being represented by a failure of 14,000 carts and 28,000 bullocks. Had there been no additional resource available, it would have been difficult at this time to avert disasters on this, the most important of all the lines of our operations. There would, indeed, have been no general resource to fall back upon save the water-carriage during the coming rainy season, which resource might not prove adequate. In this emergency the railway from the Ganges to Durbhunga, and the reserve transport train from northern India, came into use.

The railway to Durbhunga began to carry grain from the last week in April, and by the second week in June, when it was first invaded by the floods, and ultimately broken up, it carried 31,213 tons of grain, 8,031 tons of fodder, besides 7,530 tons of coal and material. After the closing of the line the rolling stock and permanent-way material remained available. The actual cost of the temporary line amounted to about £100,000, exclusive of the cost of material which remained in hand after the grain transport was done.

The Government reserve transport train made its appearance in detachments, the first of which rendered assistance in carrying materials for the completion of the Durbhunga railway. One detachment after another came on the scene, consisting sometimes of carts and bullocks, sometimes of pack mules and ponies. Though originally intended as a reserve, this transport train was regularly used immediately on its arrival. Each detachment on crossing to the north bank of the Ganges was, without an hour's delay, employed to make up for losses or deficiencies in the contractors' carriage. As the exigency grew intense towards the end of May and the beginning of June, the pressure upon the bullock carts, and especially on the mules and ponies, became excessive, and many animals

sank under the toil at the most inclement season of the whole year. If any misgiving had ever arisen as to the necessity of collecting this costly reserve, it was dissipated by the event. The necessity was abundantly proved at this critical and crucial juncture. The presence of the reserve transport train was indispensable to the safe conclusion of the operations in Tirhoot.

The main object during May was to fill every depôt at relief centres, and every granary in the groups of villages, with its allotment of grain while the roads and pathways were open, and the dry rice-fields afforded easy passage. Besides this, supplies were lodged beforehand in most of the principal villages enough to last for consumption during the rainy season. The time was foreseen when the rains would hinder the despatch of convoys, would damage exposed grain, would clog the roadways, and would flood the rice-fields.

The exertions of the military officers, both those engaged in arranging the affairs of the contract transport and preparing the transit routes, and those in charge of the Government reserve transport train, were unremitting, and caused a degree of hardship and exposure to a fierce climate, which taxed all their powers of physical and mental endurance. The business which devolved on the transport department of ensuring the due arrival of so many convoys, passing by so many routes to so many diverse points, was very complicated. It was aggravated by the stress arising from urgent haste, but it was discharged with a degree of precision and punctuality most creditable to the officers concerned. Equally great was the endurance and self-sacrifice evinced by the officers in charge of the depôts on both banks of the Ganges, and equally commendable was the despatch of business on their part. The affairs at the two great depôts on the north bank (Bunker Ghât, opposite Patna, and Chumpta Ghât, opposite Barh) were extraordinarily complex, and were disposed of by the officers in charge with remarkable skill, and with entire regularity, notwithstanding the pressure of speed and expedition, with the discomforts, the blinding glare and the dusty heat of an unsheltered situation.

The total quantity of grain ordered to be transported to the interior from the north bank of the Ganges by the middle of June, amounted to 343,750 tons, of which about 340,000 tons were carried within the appointed time. The small residue arrived within a short time afterwards. During this period, although the cattle suffered severely in parts of north-east Tirhoot, there was no general sickness, murrain, or epidemic. The Government fodder as it arrived proved most useful, and the veterinary establishments in the field hospitals tended the ailing and injured animals.

The weather during the months of April and May was unusually dry. The showers to be looked for at that season never fell; much fear was felt lest a dearth of water should supervene. The running streams, so frequent in north Behar, were at the lowest ebb. The water in wells, usually a few feet below the surface, was reached only at a considerable depth. The tanks were drying up, but were dug out deeper and deeper by the relief laborers till water was obtained. Thus a supply was maintained in all the villages. These village tanks are in constant use with the mass of the people, and are very numerous all over the country. The improvement of them in a manner, which must be gratefully appreciated for many years to come, will be one of the results of the relief operations.

The public health was good, probably above the average of ordinary years, throughout this drought and heat. No epidemic sickness broke out. The people were spared the visitations of cholera and small-pox which had been so much dreaded. Relief had been so fully dispensed that the general diseases which are known to follow in the train of famine never supervened. The stronger classes, mostly to be found on the relief works, were in good physical condition. The weaker classes, mostly to be found on the gratuitous relief lists, were, on medical inspection, found to exhibit all the miserable symptoms which arise from want of nourishment. But their state improved week by week; and the medical reports constantly showed a decreasing percentage of persons emaciated and depressed, and an increasing ratio of persons in ordinary condition. Reports of death from starvation were very rare. The authenticated cases numbered only 22 from the commencement of the scarcity to the 20th June, which may be taken as the culminating point of the distress. The question whether more cases have occurred which never came to light, has been

discussed in Chapter II. Whatever may have been the truth in this respect at the outset of the famine, it is probable that extremely few deaths could have occurred beyond those officially reported after the middle of April, inasmuch as the whole country was patrolled, officials being within reach of every village, and every hamlet, almost every house, being visited or inspected.

The health of the civil officers and officials engaged in relief was, on the whole, excellent, notwithstanding the mental and bodily strain caused by their devoted exertions during the worst season, and out-door exposure in all hours of the hottest days. Their self-denyng zeal, their earnestness in the business of relief, their patience in dealing with the people, were exemplary.

Although the casualties among these officers which had been anticipated did not occur, still it was thought that many accidents and misfortunes of this sort would happen during the wet season. The formation of a reserve staff of officers of all grades was commenced, and was calculated at a strength of ten per cent. upon the existing relief establishment. Officers in different parts of India were told off to join this reserve immediately on their services being called for. But happily the health of the relief establishment continued so good, that very few of the reserve officers had to be demanded.

The month of June was ushered in amidst public anxiety and gloom in north Behar. The drought was then excessive, and its continuance for another season was much thought of. The people seemed to be making up their minds for a prolongation of trouble. The existence, or otherwise, of private stocks of grain was universally discussed. If they existed, the holders were certainly keeping them back. Prices were steadied by the Government stores, now seen by every one to have arrived in adequate quantities. But for this, famine prices with all their fatal consequences must have prevailed. Indeed, despite all precautions, they did for a brief moment prevail in several places.

Although the arrival of the allotted quantities of Government grain before the setting in of the rains was assured, still the contingency was foreseen of having to send additional quantities by water during the rains when the rivers had risen. With this view a special examination of the navigable rivers in Behar and north Bengal had been made by an engineering staff, experienced in respect to inland navigation. Small light steamers (of 3½ feet draught) four in number, with barges, had been specially constructed in the Calcutta dock-yard. Ten such steamers with barges had been sent out from England. Four more small steamers, with five barges, had been obtained in Bengal and Madras. Canoes had been obtained from the forest department in Oude, and the services of a large number of the river craft of the Ganges had been retained. The strength and composition of this flotilla may be thus stated—

Steamers.	Barges.	River boats.	Canoes.
15	22	1,100	800

A portion of this water-carriage was to be stationed at those points on the Ganges where the several main affluents and their tributaries join the great river, namely—

	Steamers.	Barges.	River boats.	Canoes.
At Huzapore for the Ghudak river system of Champarni and south west Tihoot	4	5	750	...
At Khagairah for the river system of east Tihoot and north Bhagulpore	7	9	1,500	800
At Godagari for the Mahanuddoe river system of Malda and Purnea	4	5	1,000	...
At the Burral river for the Atrai river system of Dinagepore and Bogra	3	3	750	...

By the water-carriage were despatched some quantities of fodder and of grain which the land transport was not able to carry; also such amounts of grain as were despatched after the setting in of the rains in addition to the original allotments. But inasmuch as the quantities sent by land proved in the main amply sufficient, the powers of the flotilla never were exerted to the full. The steamers sent from England, as well as those built in Calcutta, proved

(with some slight exceptions) suitable and effective vessels for inland river navigation.

It is to be remembered that the number of vessels of all kinds last mentioned is over and above the number of vessels mentioned in Chapter III.

It has been mentioned that many hundreds of temporary store-houses had to be erected for the reception of Government grain. These granaries were of all sizes, and contained from 4,000 tons down to half a ton each. They were for the most part built of wood, mud, matting, and straw, according to the custom of the locality. During the dry months only two of these granaries were destroyed by fire. Before the beginning of the rainy season, selected officers were deputed to inspect every granary containing 400 tons or upwards. These inspections were completed by the appointed time. Occasionally defects of structure or of site were discovered, and some few granaries were found to be insufficiently raised from the ground, or to be not quite water-tight. The inspecting officers caused all such defects to be remedied at once; and the Government grain has been almost everywhere kept sound and wholesome throughout the rainy season.

In Tirhoot during June it was deemed prudent to increase the provision of Government grain from 154,000 tons to 180,000 tons. Subsequently in Sarun the distress among the ryot classes was found to be spreading more widely than had been expected when the estimate was made in February, and at the earnest request of the Collector, the allotment was raised from 19,000 tons to 34,000 tons.

A general permission was given to pay in Government grain the wages of the lowest grades of the relief establishments, whenever the recipients might prefer that mode of payment.

The fortnight between the 4th and the 18th June was the worst period of the famine, that is to say, the period during which the greatest amount of assistance had to be afforded by Government to the people. The approximate ascertainment of the total number of persons who, in some shape or other, received such assistance is a matter of great interest. Although the number of persons on charitable relief and on relief works were known exactly, the numbers who were assisted by sales and advances of Government grain could only be made out by estimate and calculation. It may be well here to quote the statement which I presented at the time (7th July).

"In order to estimate the total number of persons receiving assistance of some sort during the first fortnight of June, we have the following data to form a basis :—

Total number of relief laborers	1,770,782
Total number of persons on charitable relief	401,959
Total grain expenditure, in maunds, of first half of June	843,000

"Thus we have 2,172,691 persons receiving relief, quite irrespective of those who are living on advances or purchases of Government grain. The amount of Government grain disposed of during the fortnight would give three-fourths of a seer a day to 3,401,900 persons for a fortnight. But among the people who consumed Government grain were all the persons on charitable relief, and a large portion of the labourers. The district narratives show that by the end of the first fortnight of June the practice of paying all labourers in grain, though largely introduced, had not been fully carried out. The Bhagulpore return is the one which best distinguishes between sales to the public and those to labourers; and that shows 98,228 maunds sold to the public, as against 25,628 maunds sold to labourers. All the district narratives show that the non-labouring public are the chief customers at our granaries.

"It would therefore be probably within the truth to take one-half of the persons supported by Government grain as being outside the relief labour and charitable relief lists. By this reckoning the total numbers receiving assistance in one shape or another would be—

Labourers and paupers as above	2,172,691
One-half the consumers of Government grain	1,700,950
Total	<u>3,873,641</u>

" The best estimate that we can now frame shows that the number at the worst period was 3,900,000 persons receiving assistance of some sort."

As stated at the time, this statement, though very large, may have been slightly under the truth, certainly not above it. It apparently agrees, as nearly as could be expected, with the estimated number given at the beginning of April, as shown in Chapter III. The general percentage of this number on the population afflicted was seen in that Chapter to be 26 per cent. in the most distressed districts and 11½ in those less distressed. The ratio of course varied considerably, being in many places less than that above stated; but in the worst tracts of north Behar it stood as high as from 50 to 75 per cent.

But there was a further mode whereby assistance was rendered by Government, which could hardly be included in any particular statement presented at that time, namely the cash advances made by Government to individuals, European planters, native traders, and others, for the importation of grain, and to landholders and zemindars for agricultural improvements. These advances of cash went on, month by month, till they reached the sum of forty-six lakhs of rupees, or close upon half a million pounds sterling. How many persons virtually derived their subsistence from this source, it is impossible to say. But the sum was enough for feeding 500,000 persons for seven months; and that number ought at least to be added to the 3,900,000 given in the above statement. On the whole, then, nearly four and a half millions of souls must have been receiving assistance, directly or indirectly, from the State at the worst period. Under this view of the case, it must be admitted that the actual distress did exceed the estimate. But in reference to the uncertainties of the case, the difference between the estimate and the probable actual is not great.

CHAPTER V.

THE narrative has, in the last chapter, been carried on to what may be termed the culminating point of the famine. In this chapter gradual decadence and ultimate extinction of the famine will be described.

The rains began about the 25th May in eastern Bengal and extended to northern Bengal, and thence to Behar, where they set in about the 5th June. They hardly began in southern and south-western Bengal till a fortnight later. They continued abundantly in northern Bengal and Behar till the 15th July.

During this period it became apparent that, in the distressed districts, the agricultural classes, ordinarily prompt and industrious on the occasions when a change in the season favours their work, were on this occasion putting forth extraordinary efforts. The land was ploughed and prepared with remarkable rapidity. The husbandmen seemed possessed with a desire to free themselves from dependence on the State by resuscitating their own means of subsistence. Some complaints were made by individual employers of the difficulty of attracting men from the relief works. Facilities were immediately afforded for obtaining the men required. In one part of north-east Tirhoot suspicion arose that some men were lingering on relief works instead of betaking themselves to their fields; this was immediately remedied. An unusually large area was sown with those crops—the early varieties of rice, the maize, the coarser millets and pulses—which would be reaped in August, and which would yield the speediest return. Much land was sown with these crops, which, from exposure to inundation, was not properly suited for them, and in which there was consequently great risk of the produce being destroyed. Still the cultivators ran that risk in the hope of obtaining resources by an early date. No intent were the people on the early sowings, that doubt began to arise as to whether due attention was being given to the preparations for the main rice crop to be reaped later. It was soon found, however, that this crop was being sown to the fullest extent possible.

Fear had sometimes been felt lest the administration of relief on a great scale should tend to demoralize a people chiefly agricultural, and to relax their zeal for husbandry. Such fear was immediately dissipated, inasmuch as the severe lessons of the famine had evidently taught them to work harder than ever, and to make the most of the first chance afforded to them by the means for returning to self-help.

There was no longer any anxiety regarding the supply of seed-grain. Relief reaching to all classes had preserved the merchant from the temptation to sell his stock of seed to the hungry for food, and had deprived the cultivator of any motive for eating his seed-grain. Manifestly there was plenty of seed-grain in the country.

On the 3rd June I reminded the officers that they should lose no time in discharging from the relief works all those who might reasonably be expected to find private employment in agriculture. Every effort was used by the local authorities for the furtherance of this object.

It was soon found that the cultivators and occupants of land did the work in their fields with their own hands to an unusually large extent, in order to save the cost of employing labour. Though a great number of field labourers found employment as usual, still, from the above cause, a considerable number remained unemployed, which circumstance, as will be presently seen, retarded the reduction of the relief labour lists.

Within a fortnight from the culminating point of the distress (some time between the 10th and 20th of June), the aggregate number of persons on charitable relief and relief works fell from 2,175,605 to 1,418,783. But while the number of those on relief works went on decreasing, the number of those on charitable relief went on increasing. Inasmuch as the number pertaining to relief works was much more important than that pertaining to charitable relief, the net decrease on the total of the two numbers was very considerable. The progressive net decrease, as the rainy season advanced, may be shown thus:—

PERIOD	Persons on charitable relief.	Persons on relief works.	Total
15th June	404,903	1,770,732	2,175,605
1st July	525,620	893,163	1,418,783
15th "	613,521	638,762	1,282,286
1st August	749,073	453,486	1,203,459
15th "	647,550	426,739	1,074,289
1st September	591,829	395,102	987,231
15th "	444,406	331,082	776,448
1st October	358,446	270,650	629,096
15th "	213,063	114,647	327,710
31st "	100,000	50,000	150,000

The numbers under both headings (charitable relief and relief works) fluctuated considerably in many districts. The course of decrease was sometimes arrested and turned again towards increase. For some time after the setting in of the rains, anxiety arose by reason of the constant growth of the numbers on charitable relief, and the continuance of a comparatively high number for relief works; so much so, that orders were again issued in the beginning of August for further efforts being made to discharge labourers from relief works and transfer them to private employ in the fields; also for a fresh scrutiny of the rolls of the gratuitous relief with a view to reduction. Injunctions, too, were given for further vigilance and economy in the issue of Government grain, lest the drain upon the granaries should be excessive. But soon afterwards causes arose tending to maintain both distress and relief at a high degree; and these must now be mentioned.

The rains of July, though copious in Orissa, in eastern and northern Bengal, and Behar, were very scanty in southern and south-western Bengal, comprising the partly distressed districts of Burdwan, Bankoura, Beerbhoom, Moorshedabad, and Manbhoom, and also the district of Hooghly, which began to suffer so much as to be counted among the distressed districts. In all these places cultivation was delayed, the usual demand for field labour failed to arise, prices became dearer, private charity ceased to support the destitute poor: in short,

distress spread fast, and with it the relief work expanded, much beyond the original estimate. Thus the trouble of south-western Bengal assumed during the summer a prominent position in famine affairs, much beyond that originally contemplated. The additional allotments of Government grain for these districts were drawn from the reserve at Calcutta. The grain, though issued for charitable relief, for wages of relief labour, and sparingly for advances to cultivators, was not sold to the public (notwithstanding many applications, direct or indirect,) as these districts are so situated as to be able for the most part to rely upon sufficient supplies of food being imported by private trade.

The prices of food-grains, though cheaper by one-sixth or seventh since the commencement of the rains, remained dear,—about double the ordinary rates for the season. There was no prospect of further abatement until the early harvest should be reaped towards the end of August. Large quantities of private grain continued to be imported (from 800 to 1,200 tons a day) by rail into Behar from Bengal and from northern India, especially from the Punjab. These supplies were taken up for the tracts on either side of the Ganges, and no share of them ever reached the upper parts of Tirhoot and Chumparun. On the other hand, when the navigation became easy on the rising of the rivers, but little private grain arrived from eastern Bengal; and this particular traffic, from which so much had been hoped, proved comparatively insufficient. Throughout Bengal the native grain merchants were disposed to hold their stocks, and to refrain from selling until the prospect of the coming harvest should be more clear.

From the setting in of the rains the relief circle officers did their utmost to carry out the instruction to discharge all able-bodied persons of either sex from the relief works. As already seen, some nine hundred thousands were so discharged or went away of their own accord within a fortnight after the setting in of the rains. But there was no employment available save field work, and that had become more restricted than usual, as already explained. Large numbers of men not belonging to the agricultural class, and still larger numbers of women and children, were unable to obtain either private employ or any custom in their own business, and were necessarily retained on the relief works. Numbers, again, were able to find work in the fields for a short time only, and that on low wages. This work over, they were forced to return to the relief works. Many, however, who were thus situated refrained from returning to relief, and sustained themselves by the surplus earnings saved by them during the active season on these works. In general terms it may be affirmed that those who could manage to support themselves did not resort to relief.

The situation for those on charitable relief before the commencement of the rains had not subsequently improved. It had become gradually worse for those who were verging on destitution. As to the higher castes, who were unsuited for manual labour, times were operating more and more hardly against them as their little resources were drained. Numbers therefore fell from these classes into the class of recipients of public charity. It is further remarkable that very many able-bodied men, who earned a reasonably good living on the relief works under the piece-work system already described, supported infirm and helpless relatives not of their immediate households. But these men, when discharged from the relief works, resorted to the fields and received the minimum wages for which such service was procurable. With such scanty earnings, and with very high prices, they were unable to support their destitute and helpless relatives, who consequently came upon charitable relief.

The rains of July sufficed to secure good early crops for August and September everywhere, except in parts of south-western Bengal. As these were reaped, the effect on the grain markets was perceptible to the benefit of most classes. The accession of new grain from this source (at the best sufficing to sustain the people for a short time only) failed to lower prices to the degree that might have been expected, by reason of a fresh trouble which was arising, and which must be described.

As the season advanced, the rains, instead of becoming heavier, according to their usual course, became lighter.

From the end of the first week in August to the end of the first week of September little rain fell anywhere in Bengal or Behar save on the line of the Ganges, in the districts of Monghyr, Bhagulpore, Purneah, and Maldah. Thus

August, which should have been the wettest month in the season, proved to be an extraordinarily ~~dry~~ month in most parts of the country. Nor was there any rain during the first days of September. At that time the greater part of the principal rice crop (for the winter) remained to be transplanted. This crop is sown in seed-beds among the fields. These beds become by the middle of August full of seedlings. The tender plants are then rapidly transplanted into the surrounding lands, which should have become very wet from constant rainfall and flooding. But now the first week in September was passing and yet the seedlings could not be transplanted, because the lands were dry, the soil in many places cracking into fissures from the drought. The very seed-beds were beginning to fade or wither. The transplanting had been already delayed to an extreme degree. After a very few days' more drought, the process would be impossible, the consequence of which would be the failure of the principal rice crop for the second consecutive year in most of the distressed districts. It were superfluous to dilate on the crisis which was imminent. Alarm spread among the people, prices rose, and distress increased.

At the last moment rain began, about the 4th and 5th of September, in the south and south-east of Bengal, and extended to the north and to Behar, where it fell abundantly in the very places where it was most needed. It has since fallen seasonably and propitiously at intervals during September and October. The people exerted their utmost energy to effect the transplanting of the winter rice crop, which has been successfully completed almost everywhere, and the subsequent rains have rendered the prospect of the harvest as favourable as could be wished. With the reservation of possible consequences of visitations of Providence and of accidents which cannot be foreseen, the winter crop may be described as secure in the ordinary and practical sense of the term.

In some parts of Hooghly and Burdwan, however, where the failure of rain-supply in August followed a very insufficient supply in July and June, the rain of September did not entirely save the early crop, nor fully restore the prospect of the winter crop. In such places there is and will be some slight failure of the crops. And here distress and relief operations to a limited extent will be protracted beyond the time when trouble ceases in the distressed districts generally.

As soon as the setting in of the rains caused the numbers of labourers to be diminished and the pressure upon the public works officers and their establishments to be lightened, the opportunity was taken to complete the surveys, plans and estimates of all the relief roads, which had been undertaken in the districts north of the Ganges, to consider the value and importance of the work which had been actually done, and to determine what remained to be done, in order that the roads, if not fully completed, might be practically open for traffic, and rendered permanently useful to the country. It was impossible to take these steps properly while every officer and official was absorbed in the supervision of crowds of relief labourers. The preliminary examination has been finished, and the completion of the works will be proceeded with as soon as the open season commences, after the cessation of the rains. The result of the preliminary inquiry is to show that in the districts north of the Ganges altogether about 4,000 miles of old and new road have been effectively operated upon by relief labourers; that £1,284,000 in cash and £469,000 worth of grain (or £1,753,000 in all) have been expended on relief works; that the work, though done hurriedly, and occasionally without proper surveys and plans, is of considerably better quality than had been supposed; and that all the work done by relief labour has, on the whole, cost about double as much as it would have done in ordinary years. Out of the total expenditure of 1½ millions sterling, about £650,000 were expended on tanks and about £1,100,000 on roads. The road work is estimated to be worth £550,000 at the labour rates of ordinary years. These results, if substantiated by the detailed measurements and estimates now being effected, will be fairly satisfactory. Some of the roads had to be aligned while the labourers were working on the lengths behind the surveyors, the price of food was more than double the rate of ordinary years, and many of the poor people who came to the relief roads were unable to do a full day's work.

In order that none of the relief works may be infructuous, I have, with the sanction of the Government of India, set apart a strong staff of Civil Engineers and their subordinates to survey all the relief roads and tanks, to complete unfinished works, to set right any mistakes of alignment or construction which the

openings, and to erect timber bridges over the moderately-sized streams, and, in short, to make all the relief roads into really useful and permanent works, so far as time and means allow. The Chief Engineer in charge of this work hopes to accomplish it by March or April next at a cost of perhaps fourteen lakhs of rupees (£140,000.) The money will have to be found by the provincial and local funds; but the work is worth doing, and now is the time to do it. If it can be satisfactorily accomplished, then the expenditure on famine relief works during 1874 will have conferred some lasting benefit on the country.

The length of 4,000 miles stated above comprises only the relief roads north of the Ganges. Besides this, there was a considerable length operated upon in the other distressed districts, which would bring the grand total nearly up to the 6,600 miles estimated in Chapter III.

Having thus brought the two categories of charitable relief and relief works to their conclusion, I have to revert to the two remaining categories of sale of Government grain and advances of Government grain to cultivators for their subsistence. These categories of sale and advances were last mentioned during the period immediately before the rains, and their progress since that period is now to be described.

It has been seen that up to the 10th of June 47,389 tons of Government grain had been sold to relief labourers and to the public under the rules of the 26th of January. This amount rose gradually to the several amounts on the dates specified below:—

					Tons.
10th July	...	...	...	...	74,836
10th August	...	...	...	...	95,858
10th September	...	...	...	...	116,941
1st October	...	...	...	...	118,107

The amount last given, 118,107 tons, may be regarded as the total sold to both relief labourers and to the public. To it will have to be added only such small amounts as may be sold after October. It is exclusive of grain given directly as wages to relief labourers.

During all May and the first week of June there was hardly any rice, and very little food-grain of other kinds in the markets of the interior of north Behar and north Bengal. In these tracts the petty retail dealers found their occupation gone, and were glad to act as agents for the distribution of Government rice by sale among the people. The strange spectacle was presented of a whole class of native traders being converted into a Government agency.

When the rains set in after the first week of June, some private stocks were brought out. Of these, a part belonged to individuals, zemindars and others, and was used for the payment of wages of agricultural labour; a part belonged to traders and was sold in the market. Such sales were, however, comparatively insignificant. After a time they ceased. The markets became quite empty again, and remained so until the new grain of the August and September crops came in. The hope so much entertained of grain being brought by private traders in boats on the rising rivers was in the main disappointed. Some quantities did indeed arrive in this way, but they were not sufficiently large to produce any appreciable effect. The same preventive cause which has been already explained as deterring traders from importing grain to the most distressed tracts still prevailed, namely this, that the prices in neighbouring districts, and in Bengal generally, were too dear to admit of the importation being profitable. But as these prices had become slightly cheaper, it was deemed just to the people that the price of the Government grain (which was, under the rules, to be regulated by prices at the nearest large mart accessible by rail or river) should be lowered from one rupee for 12 seers to one rupee for 13 seers in north Behar, and to one rupee for 14 seers in northern Bengal.

The purchases of Government grain were to a considerable extent made by wholesale dealers, to whose mind the fear of another failure of the crops was ever present, and who were guided by the appearance of the weather and of the season. The purchases from the Government granaries attained their maximum weekly rate at the beginning of June, when the people determined to lay in supplies for some little time. The weekly rate, indeed, decreased immediately on the setting in of the rains; but it continued at a steadily sustained average throughout July. It fell further in the beginning of August, but towards the end of that month it showed a tendency to rise

again, as the people, seeing the unfavorable state of the weather, were disposed to lay in supplies. In September, however, it decreased again, immediately on the falling of the rains, and continued to decrease until it ceased altogether in October.

The quantity of Government grain advanced to cultivators and ryots by the 10th June has been already shown to have amounted to 14,412 tons, estimated to sustain for one month 720,000 persons of this class, including the men and their families, at the rate of $\frac{2}{3}$ of a seer ($1\frac{1}{2}$ lb) of rice per diem for each member of a family. As the season advanced, men of this class, finding the stores for their subsistence to be near exhaustion, were more and more forced to ask for aid by advances of Government grain; and so the total number of applicants swelled day by day. Moreover, very many of these men had to carry on the preparation of their fields, so emergently necessary after the coming of the rains, by means of the hired labour, which, according to custom, has to be paid for in grain. Unless they could obtain advances of Government grain, they could not prepare their fields. A similar need arose again and again during the course of the agricultural season. Men who had struggled on without advances through July were forced to apply for them in August: many held out through August, but had to apply in September. Some again, who obtained small advances in May, obtained further instalments during the subsequent months. It is to be observed that large numbers of men who were discharged from the relief works and found employment as labourers in the fields received their wages for that labour in grain, which their employers had obtained as advances from Government.

The importance, then, of these advances is manifest. Without them many of the cultivators in all the distressed districts would have been too weak and emaciated to perform the cultivation properly; many would have been without seed to sow, having consumed their seed-grain for food; many would have been unable to pay for the necessary labour in the fields. Much land would have been imperfectly tilled, sown, and cared for, or left untilled altogether. When, therefore, the famine was mitigated or shortened by the strength and spirit with which the people raised fresh crops, when the return of plenty is secured by fine harvests spread over a more than ordinary large area, it is to be remembered that these results are partly due to the system of advances of grain from the Government stores.

The quantity of grain advanced to cultivators from the middle of June rose to the several quantities on the dates specified below :—

	Tons.
10th June	14,412
10th July	45,376
10th August	82,935
10th September	102,828
10th October	107,877

The number cannot be precisely given of the ryots and cultivators among whom the final quantity (107,877 tons) has been distributed. It is believed to be about 400,000. This number of 400,000 cultivating men represents, at the rate of six persons to a family, 2,400,000 persons belonging to the husband-man class who received help in this way.

In continuation of the statement given in a former part of this chapter, of the total number of persons receiving assistance from Government at the worst period (15th June), a similar statement may here be made for the period when the early crops began to be reaped, namely the 15th August :—

Labourers on relief works	426,738
Persons on receipt of charitable relief	647,550
Persons living on purchases of Government grain, being the number of people that would be supported for one month by the grain sold between the 15th July and 15th August, at the rate of $\frac{2}{3}$ of a seer per day per head	1,282,464
Persons living on advances of Government grain, being the number of people that would be supported for one month by the grain advanced between the 15th July and 15th August	1,692,936
Add for persons still deriving support from advances of money made to zemindars and other residents	200,000
Total ...	4,249,688

It may at first sight appear remarkable that the number shown above (4½ millions) should be so slightly below the number (4½ millions) previously stated for June. A greater decrease might perhaps have been hoped for; but the continuance of the sales and the expansion of advances caused the number during August to be very high. After August the number must have rapidly declined. In a similar statement made for the end of September or the beginning of October, the last three items, namely sales and advances of both kinds (which constitute the bulk), would almost entirely disappear. The two first items only (labourers on relief works and recipients of gratuitous relief) would remain, but with shrunk proportions.

The comparative suddenness with which the sale of Government grain ceased in the beginning of October was due partly to the incoming of the new grain of the autumn harvest. It was also partly due to the popular belief in the safety of the winter crop being assured by the rain which fell at that time. The consequence was that some of the old stocks which had been withheld all through the famine were produced.

The departure of nearly all the relief labourers from the works need not excite surprise, as the work in the fields for the winter crop became most brisk.

But the discharge of the recipients of gratuitous relief proceeded more quickly than had been anticipated. Those who were able, on the revival of the general prosperity, to support themselves, had been previously discharged. Those who remained at the beginning of autumn, that is 1st to 15th September, were those who in ordinary times subsisted on private charity, and who had no livelihood of their own making. During the famine the classes who are the donors of this charity being themselves in straits, ceased to support their indigent and infirm people, who consequently came upon State relief. But with the prospect of returning plenty it became a matter of serious moment to send these poor people back to private charity. There was anxiety as to whether the ordinary donors would resume their charitable offices. However, so strong is the force of usage, almost amounting to religious obligation, that they must have begun again to give to the beggars and to the helpless their accustomed doles of food. These poor creatures have been discharged from State relief, and no harm has resulted to them. These circumstances are certainly creditable to the industrious classes.

Some reduction in the large relief establishments (specified in Chapter III) were made in August, and still more during September. As soon as the abundant rain, lasting to the very end of September, brightened the agricultural prospect, it was decided to break up the framework and machinery of relief from the beginning of October. Every exertion was made to effect this object quickly, and so to save expense. By the middle of October nearly all of these establishments ceased to be borne on the rolls. Some small establishments were maintained here and there, and some of the superior officers to guard against any untoward accident which may even yet occur.

By the beginning of October, when the autumn crops had come fully into market, the Burdwan country was the only province under the Bengal Government where relief operations were maintained on any considerable scale. Though the autumn crops had been poor and the winter crops did not promise well in the Burdwan or Hooghly districts, yet in the surrounding districts the harvests were good, and trade was brisk, therefore it was deemed advisable not to send any further supplies of Government grain to these two districts. It was ascertained that if relief labourers were paid in cash, they could buy food in the local markets, and that grain for charitable relief could be purchased locally. Accordingly orders were issued during the first week of October directing that no more Government grain should be sent to Burdwan or Hooghly from the Calcutta reserve. The authorities in those districts were instructed to pay relief labourers in cash, and to buy grain locally for charitable relief as soon as their stocks of Government grain should be exhausted.

During October the famine has declined rapidly. On the last days of the month (that is the present time of writing), the total number of those receiving assistance from Government does not exceed 150,000. Of these, the majority belong to the districts in the south—that is, in the Burdwan Division. In most

of the lately distressed districts north of the Ganges there are no persons receiving relief. The only district there which shows any appreciable number of such persons is Sarun. This most fortunate decline has occurred from the middle of September onwards at a quicker rate than was anticipated when the estimates of distress were first formed. Those estimates provided for 520,000 persons needing assistance during October and 316,000 in November. Experience on former occasions showed that considerable distress occurred in the autumn. It seemed proper to assume that the same thing would happen on this occasion. In many of the worst districts the autumn crops were known to be small in ordinary years. It was therefore feared that such tracts would not receive a new supply in sufficient quantity till December. As it has happened, however, the distress at this season has proved very slight in most districts, and has so far most agreeably disappointed the expectation. The cause is to be found partly in the administration of relief which had been going on during the previous months, which maintained the people in fair condition during the crisis and so facilitated their discharge towards the end, but chiefly in the abundant produce of the early autumn crops, which, as already described, had been sown over so much larger an area than in ordinary years.

One portion of the establishments is still maintained, and must remain for a short time longer—namely, the account department. A strong staff of accountants under the supervision of trained officers was formed by the Government of Bengal in the midst of the relief operations, besides the auditors appointed by the Government of India for the incorporation of the famine expenditure in the imperial accounts. The special accountants in the interior of the districts are still working at the accounts, which will, it is hoped, be soon presented in due form and order.

It has been explained that the Government provision of grain, including the reserve in Calcutta, amounted to 480,000 tons in all. Of this there had been expended up to the middle of June 115,000 tons. By the first week in September a further quantity of 208,000 tons had been consumed; and up to the first week in October the total expenditure of Government grain had reached 343,000 tons. After the 1st October there has been very little expenditure of Government grain for relief purposes, save in the Burdwan Division. On the 15th September stock was taken of all the grain in the Government granaries, and the total on that date was found to be 100,188 tons exclusive of the Calcutta reserve. The greater part of this quantity, perhaps as much as 85,000 tons, will be absolute surplus, besides about 20,000 tons of unexpended reserve stock in Calcutta. This surplus amounts to about 20 per cent. on the total provision of Government grain. If all the circumstances are considered, if all the necessities to be met are borne in mind, the surplus will not appear excessive. At two very critical periods the Government was not without grounds for fearing that the total provision of grain might not suffice. Towards the end of May, there was hardly a responsible officer in the very distressed districts who considered that the provision of grain for his district or sub-division was too large; and there were many who thought their provision would not suffice. During the last days of August, again, and the first days of September, there was a very general belief that the supplies of grain then in store would be inadequate, and that fresh Government importations would have to be begun.

In previous Indian famines the months of September, October, and November, have been marked by very high prices and by some misery and even mortality. Experience therefore warned us to guard against such contingencies. The unusual breadth, and the generally abundant produce of the early autumn crops of 1874 constituted, as above observed, the main cause of the cessation of the demand for Government grain about the end of September or the beginning of October. Another cause, as already seen, was the relief given so constantly throughout the summer months helped to enable the people to support themselves six weeks earlier than was expected in February 1874. Again in the beginning of the famine the recipients of relief subsisted (as seen in chapter II) on cash payments, without grain, for a longer period than was anticipated: consequently the expenditure of Government grain commenced later in the season than had been expected.

The surplus grain in the interior of the lately distressed districts is being sold to the best advantage on the spot by the local authorities. The surplus remaining out of the Calcutta reserve has been advertised for sale on specified dates under the orders of the Government of India.

The Government reserve transport train was during July and August kept in the vicinity of Durbhunga in order to recruit its strength, which had been somewhat shattered by the excessive work of May and June. It was retained chiefly as a resource against unforeseen emergency. It then performed such casual and miscellaneous duty as occurred. In the beginning of September, when the season threatened so ill, there was every reason to believe that its utmost services would be required. Soon afterwards, however, these fears were removed, and since the end of September it has been maintained only until it can be advantageously disposed of. Orders for its disposal by sale or otherwise have been given and are in train of execution.

The accounts of the famine expenditure are not yet finally completed. At this moment, therefore, the cost of the relief measures of 1874 cannot be exactly stated. All outlay has, however, almost ceased, and the accounts are so far ready that the ultimate result can be estimated approximately.

In the order of the heads of charges and receipts, as in the estimate of April 1874, given in Chapter III, there will be—

EXPENDITURE				Estimate now offered.
				£
Special establishments	..	.	...	120,000
Promotion of private grain trade	.	.	...	453,000
Relief works	...	..	...	1,280,000
Durbhunga State Railway	...	.	...	100,000
Government grain purchase	...	..	...	4,400,000
Ditto transport	...	..	...	1,760,000
Government reserve transport train, land and water, (net cost)			...	314,000
Charitable relief	...	.	...	280,000
Grants-in-aid of private work	..	...	..	10,000
Advances to zemindars, traders, &c.	...	...	...	460,000
Total				9,177,000
RECEIPTS AND RECOVERIES				Estimate now offered.
				£
Sales of grain to Landowners and the public	...	...	...	950,000
Sales of grain to Relief Committees	...	..	...	270,000
Sales of reserve grain in Calcutta	...	...	...	70,000
Sale of surplus grain stocks in the interior	...	...	...	300,000
Recoveries of cash advances to zemindars and traders during 1874-75	...	...	...	250,000
Ditto ditto in 1875-76 and subsequently	...	...	...	210,000
Recoveries of price of grain advanced to ryots during 1874-75	...	...	...	25,000
Ditto ditto in 1875-76 and subsequently	...	...	...	600,000
Miscellaneous receipts	..	...	...	50,000
Total				2,725,000
Total expenditure				9,177,000
Total receipts				2,725,000
Net expenditure				6,452,000

There is another item of imperial receipt which may (as it seems to me) be reckoned as a set-off against the famine expenditure, and that is the increase in the net earnings of the East Indian, Jubbulpore extension, Eastern Bengal, and Punjab Railways. This increase must have been wholly due to the enormous development of the grain trade: other traffic was, in consequence of the famine, comparatively dull. The increase of the grain trade was mainly due to the Government importations and to the concession whereby Government defrayed half the freight of all private grain carried to the distressed districts; the cost of these operations is debited to the famine in the foregoing estimate under the headings of "Government grain transport" and "Promotion of private

grain trade." The railway earnings account will stand thus according to the latest available figures :—

	Total increase in the gross goods traffic earnings of the eleven months ending on the 30th September 1874, as compared with the same earnings of the corresponding months of the preceding year.	Share of the increase debitable to working expense as far as estimate can be made by the Deputy Accountant-General, Public Works Department.	Share of the additional net earnings which will accrue to Government, being one-half thereof in the case of the East Indian Railway, and a larger proportion of the whole in the case of other lines, as computed by the Deputy Accountant-General, Public Works Department.
	£.	£.	£.
East Indian Railway ...	880,330	286,830	440,222
Jubbulpore Extension ...	47,735	10,385	25,883
Eastern Bengal Railway ...	67,971	38,743	14,998
Scinde, Punjab Railway ...	176,168	24,956	151,212
Total ...	1,172,204	360,914	632,315

This computation does not include any part of the increased earnings on the Great Indian Peninsula Railway (£161,532 during the eleven months), though to this railway the Government paid more than £30,000 during the year on account of freight of private grain. It therefore seems quite fair to reckon the whole of the Government share of the additional net railway earnings as a set-off against the famine expenditure. If this sum be deducted from the total shown in the next preceding paragraph (£6,452,000), the final net expenditure on the famine will, according to the best estimate that can be made, amount to £5,820,000.

There do not appear to be any other charges whatever debitable to the famine. If we succeed in recovering more than 85 per cent. of the grain advances, as many local officers expect we shall, then the result will be somewhat better than the present estimate.

Further, the sum of £200,000, and possibly some additional sums, will have to be deducted from the imperial charges of the famine for reasons which I must briefly explain.

There is yet a question as to how far the whole of the cost, as above set forth, will fall upon the imperial finances of India. It was in the beginning ruled by the Government of India that the provincial finance of Bengal should be liable to be debited with the estimated amount at which the relief roads and such like works might be valued, that is to say, the real value of the works if constructed in an ordinary year; the excess cost over such value being chargeable to famine. The expenditure on these relief works was debited provisionally to the provincial finance to the amount of £450,000. As this caused some embarrassment to the provincial finance, the Government of India made a grant to the Government of Bengal of £250,000, which, deducted from the £450,000, leaves a sum of £200,000 really contributed by the provincial finance of Bengal towards the expenses of the famine. Therefore £200,000 are at all events to be deducted from the imperial cost of the famine.

But as already seen, the value of the relief roads is at present estimated at £550,000, which is, *prima facie*, a debt due by the provincial finance of Bengal to the imperial finance of India. From this amount is to be deducted £250,000 already granted by the Government of India, and £200,000 paid by the provincial finance of Bengal, leaving £100,000 still due. Whether the payment of the £100,000, by the provincial finance of Bengal (or whatever the precise amount may eventually turn out to be) will be enforced in whole or in part, must depend on the pleasure of the Government of India, which will doubtless be expressed after the accounts shall have been finally made up.

So far as is yet known, then, the cost to the Government of India of the famine may be set down at—

	£
Net expenditure as shown above, less recovery by net traffic receipts of guaranteed railways ...	5,820,000
Less repayment by provincial finance of Bengal ...	200,000
Net cost ...	5,620,000

Until the end of the year 1871-75, the losses to the general revenue from the famine of the past year cannot be stated. But it may be anticipated that there will be, in consequence of the famine, some loss on certain items of the customs revenue, a moderate loss on the excise revenue, and perhaps some small falling off in the salt revenue.

I would here testify most emphatically to the desire manifested by relief officers of all grades to be as economical as possible in dispensing Government aid whether in cash or in kind, to stop waste, and to prevent State aid being afforded to any except the really deserving and needy.

It may here be observed, that in the only three districts, namely, Bankoora, Burdwan, and Hooghly, where non-official committees could act on their own judgment, and showed what they would do if unfettered, they invariably displayed a disposition to do much more than the local officers thought necessary. These committees, which had thus to be checked in their too liberal dispensation of charitable relief, were composed of the best and most intelligent Native gentlemen of the neighbourhood. On inquiry being made why the committees wished to dispense relief so liberally, it was explained that the pressure put upon them by the local opinion of the vicinity, and by individual importunity, was too great to be resisted. This pressure was exerted, not for the sake of money, but for the sake of grain, to be dispensed in quantities too small to allow of the recipients making money-profit therefrom; and this grain, moreover, was of a kind which in ordinary years the people would hardly eat at all. Such circumstances, occurring as they did in the less distressed districts, afford striking illustrations of the keenness with which the famine was felt.

CHAPTER VI.

THE foregoing narrative is intended to be a bare statement of the facts as they occurred, without any description of the scenes or situations which presented themselves during the course of these events, and without any discussion of the considerations which such events suggest. In this chapter I shall endeavour very briefly to describe some of the scenes and situations, and to discuss some of the considerations relating to the circumstances which have been narrated.

It will be evident to the reader that during the actual occurrence of such events there must have been many striking scenes and situations. It might even be feared that many sights, sad, shocking, terrible, must have been seen. The mere notion of swift destruction sweeping over many thousands of square miles of country, highly cultivated to the last rood of ground, and waving with crops destined never to ripen—the very name of utter and wide-spread famine, affecting several millions of people,—must rouse in our minds the thought of horrors indescribable. The story of such things is known to every student of Indian annals. The tradition of such calamities endures with vivid force among the people of India.

Happily, the famine of 1871 was for the most part free from circumstances of this grave character. If such things occurred at all, their occurrence was in a mitigated form, and to a limited extent. It may be that some horrors have happened of which the accounts are too imperfect and uncertain to command credence, or of which we have never heard and shall never hear. Nevertheless there must unavoidably have been very much of misery to stir the depth of human sympathy. Visiting authorities have found many families of many villages in destitution near to starvation. Relief administrators inspecting crowds of poor have seen the affecting spectacle of women and little children in the last stage of emaciation. Medical examiners scrutinizing the field hospitals, the poor-houses, the relief centres, have made professional reports of physical depression in whole classes. Here and there corpses of hunger-stricken persons have been found, and sometimes the reports of deaths from famine have been authenticated. All these things are, indeed, sad to be recalled; but much worse things even than these might have happened, which it is unnecessary to imagine. The object of the operations undertaken by Government, of the administrative efforts made, of the financial cost incurred, was to prevent these things from

happening so far as might be humanly possible. It will be for others to judge how far that object was attained.

There were, however, many remarkable points of interest at various stages of the affair, some of which I will mention here, having seen them or heard them described by competent witnesses.

In north Behar the rice crop is raised in vast hollows or depressions in the surface of a slightly undulating country. From any low eminence the view extends over many square miles of rice harvest, a fine spectacle in ordinary years. But in the autumn of 1873 the crop grew up, then faded, and at last withered. Its colour became brown, deepening by the effect of distance into red. The unnatural aspect of such apparently endless expanses of cultivation, the presage of the coming desolation, produced a striking, almost an appalling, effect on the beholders.

In north Bengal many spots on the banks of the inland rivers are formed into quays for the exportation of the surplus rice. These places in ordinary years become scenes of cheerful activity, and are the centres of the life of the country. The contrast which they presented of utter deadness and desertion towards the end of 1873 was deplorable. The rice country generally abounds with luxuriant groves of bamboos, the green masses of which form one of the most characteristic features of that region. In the drought of 1873-74 these innumerable trees dried up and perished down to their roots. They will recover, or there will be reproduction. But at the time their parched and wasted appearance, notoriously portentous according to native ideas, added to the prevailing gloom of the situation.

On the river Hooghly at Calcutta, and at the railway stations on its banks, there was much scope for energy and organisation in unloading the rice ships and loading the bags on to the railway trucks. At one time there were simultaneously as many as seventeen steamers and ships laden with Government rice in the port of Calcutta, with from 200 to 2,000 tons of rice on board of each. The bags of grain were carried away from the steamers by lighters to the railway wharves, whence they were to be despatched to the north. This work had to be done on a broad river, with a tide that runs sometimes five miles an hour, and to be finished promptly to save demurrage of the steamers. The rice ships often came into harbour in convoys, and converging as they did on Calcutta from so many distant ports, there would occasionally be a block or accumulation of 3,000 tons of rice on one wharf, 2,000 tons on another, and 1,000 tons on a third; while scores of lighters were waiting at each to unload additional quantities. The bustle, the noise, the crush, were extreme. Again each bag had to be carried on a man's back from the lighter to the shore, and from the shore into the railway trucks, the men swarming like bees up the steep bank. Sometimes 45,000 or 50,000 bags had to be lifted daily across a wharf space of barely 100 yards. Sometimes, for a day or so, it would seem as if the business of unloading and despatching the grain could never be managed on the narrow wharves. But the arrival of rice ships would slacken for a brief time: all the vessels in the river would be unloaded, and the accumulation would be cleared before fresh consignments arrived. From 2,000 to 3,000 tons of Government rice were cleared daily from ship-board for weeks together. Demurrage was incurred in only one instance, and was mainly due to the arrival of 10,000 tons of Saigon rice at one time in mat bags, which burst in the holds of the vessels. In two instances only were the rice loads of lighters lost, notwithstanding the strength of the tide and the stress of work. One ship from Madras with 2,000 tons went down.

The banks of the Ganges in Behar, which formed the great base of our transport operations, presented scenes of much animation. On the south bank temporary branches or sidings from the main railway line were constructed on to the very ridge of the high river-bank, where long sheds were erected for sheltering the bags of rice piled up in long series of heaps. Wooden slides were constructed, stretching down the steep bank, so that the bags might shoot straight from the goods' platform to the deck of the steamers lying in the stream. At that spring season violent winds from the west (hot as furnace blasts) blow over the broad river-bed (several miles in average breadth) from morning to evening, filling the air with dusty haze and obstructing navigation for all vessels

save those propelled by steam. From eventide the winds subside until the morning. But navigation in the shifting and tortuous channels was impossible during the dark hours, so the work had to be done either by steamers laden together with their barges (called "flats"), or else by steamers towing country craft. It was interesting to see a steamer tugging against wind and stream a far-stretching string of, perhaps, twenty country boats. On the other side, the steamers would meet the Durbhunga railway, which had been carried across the low sands to the water's edge, the steam vessel lying almost alongside of the railway engine. As the river rose gradually, the waters encroaching on the sands would drive back the railway line a few yards day by day.

On the north bank the main depôts could be descried from afar by the clouds of ascending dust. Day and night there was a ceaseless creaking and rolling of carts, incoming empty and outgoing laden. The great length of sheds which had been erected was often insufficient for the bags that arrived, which were then heaped into pyramids from 60 to 80 feet high.

The lines of the carts extended continuously over many miles. A traveller might traverse say 20 miles of country and meet with uninterrupted strings of carts throughout the whole distance. Every one of the streams (which though very low were still running clear in that region) was blocked by cartmen stopping to water their cattle. Every one of the roadside mango groves, which abound in that quarter, was crowded with men and animals packed close together for temporary repose and shade. At evening the darkness of the groves would be lit up by the cooking fires. The roadways were cut by the cart wheels into ruts from 2 to 3 feet deep (called "locks"). The carts could not move unless they followed the ruts. Fortunately most of the carts were of an uniform build. But whenever carts of a different build came into the field, there actually arose questions of cart gauge, broad and narrow, and the transport department would be obliged to carve out fresh roadways wherein the carts of a particular breadth might work out their own ruts.

More interesting still, perhaps, was the assembling and mustering of the many contingents of carts in the country around Durbhunga and Mudhobunnee during February 1874. The rough tracks and lanes form a network of communication in that region. Every line was covered by the bands of carts, each several thousand strong, converging from every direction. The troops of men with their carriage gathered with alacrity at central stations. All seemed to understand the vital moment of the enterprise on which they were entering. At first the groves and tanks of the central stations afforded shade and water even for these masses. But soon these places became choked with the dust from the arid, friable soil trodden by countless feet. The foliage of the trees became encrusted and brown with layers of dust; the tanks would be ruined to their dregs of fetid mud; the air was thick with particles of earth flying in the fervid blasts of the summer wind. Throughout the twenty-four hours of the day the business had to be prosecuted, and order had to be maintained among the masses of men, animals, and carts, whether at rest or in motion. Side by side with this were the field hospitals for the people and for the beasts—for the sun-stricken, the foot-sore, the over-fatigued, the exhausted, the ailing, and the sick. During the hottest hours of the day European officers on horseback were recovering stragglers, urging on the backward and encouraging the forward.

The appearance of the cattle, both for draught and burden, was in the beginning splendid. For them the drought, which destroyed the ear of the rice plant, had spared the stubble for fodder. The sap and strength of the plant had remained in the stem; so that the stubble fodder was more than ordinarily nourishing. This accounted for the excellent condition of the cattle. Certainly sleeker, sturdier beasts could hardly be seen. A very few weeks of transport service changed all this. But though they lost flesh and appearance, they showed muscle and power to the end.

Towards the close of the hot weather, when the lowering clouds gave warning of the downpour which would damage all grain it might find exposed, the haste and hurry to store the rice bags in the granaries became intense,

At some of the depôts, which were latest filled, streams of laden carts, camels, mules, and ponies, would pour in much faster than the loads could be disposed of under cover. In the still heat of the heavy air, with all the signs of quick-coming rain-storms, the efforts made by the people to house the grain produced an almost wild excitement.

At the opening of the relief operations in many places the population massed itself upon the relief works. Multitude after multitude came trooping across the fields. Every hamlet sent forth a mournful procession of hungry people. Large villages would be searched through and through, but not a soul would be found in the deserted homesteads, save some few who could not stir, and who were resigning themselves to the fate to which they apparently had been abandoned. When the people thus came herding and flocking to certain points on the roads, sitting helpless on the ground by day, and bivouacking on the spot by night, the difficulty was to marshal them in to anything like order, so that they might be counted, arrayed in gangs, set to labour, supervised in their work, and paid when the day's task was over. Sometimes, when questions arose as to the terms of work and payment, our officers would find it almost impossible to obtain a hearing amidst the vociferations of the men and the screaming of the women and children. The proneness to alarm, the sense of pressing danger, even the heat and glare of the weather, added vigour and vivacity to the tumult. Evening after evening, as the hour for payment came round, the unruly throng would press round the paymasters, grasping for copper coin. Soon this confusion, through the perseverance of our officers, gave place to quietness and order. Then the multitudes would be seated on the ground, row after row, thousand upon thousand, in silence broken only by occasional exclamations of misery, to be inspected with patient and leisurely regularity by the relief officer, and to be told off, some to the poor-house, some to light labour, spinning and weaving, some to village tanks, some to the roads, according to the discrimination of the physical fitness of each person.

When the Government granaries near the villages were opened for all to come and buy, it was strange to watch the purchasers congregating in numbers, beyond the power of the store-keepers to serve with sufficient quickness, waiting anxiously but quietly till their turn should come, the widows tendering their mites in payment, the infirm and aged stretching forth the cloth to receive the full measure of grain.

Stranger still, perhaps, was it to see the larger depôts of Government stores attended by all the wholesale and retail dealers of the neighbourhood, who would be settling all their grain transactions and almost turning the depôt enclosure into a sort of local exchange until their own proper trade should revive.

The contrast afforded by the commencement of the rainy season after the long protracted drought was enough to equal the happiest anticipations.

In the distressed districts north of the Ganges the last days of May were distinguished by a heated dust-laden atmosphere; by scanty ploughing and sowing; by anxiety for seed; by navigable streams reduced to lowest ebb; by empty tanks and dried-up wells, to the distress of men and the detriment of cattle; by grain markets becoming tighter and tighter, prices hardening, and private stores locked up; by an intense demand for Government grain, both for wholesale and retail, as if all were anxious to lay in supplies at once for some time beforehand; by private trade stagnant, and traders holding out no promise of importation; by labouring and agricultural classes coming in greater numbers than ever to relief works; by the lists of gratuitous and charitable relief much swollen; by ryots and cultivators clamorous for advances of food-grain; by a large proportion, in some places one-half, in other places three-fourths, of the population receiving assistance from Government in some shape, or from charitable subscriptions, physically in good condition from extraneous aid, but morally depressed and fearful for the future; by relief establishments everywhere strained to the utmost to meet the demands upon them; by transport operations consisting of the final struggle towards the attainment of a long-deferred object; by doubts as to whether even the largest allotments of

Government grain would carry the people through the months that must be passed before the winter harvest.

The last days of June were, on the contrary, distinguished by rain; by masses of cloud promising further downpour, even to excess; by saturated soil; by extensive ploughing and sowing of every crop of the season, and general sufficiency of seed; by tanks and wells filling fast, to the refreshment of man and beast; by grain markets still tight, but with an inclination to become easier, no stores indeed produced by traders, but landholders and private persons evidently bringing their boards into use; by a demand for Government grain diminished and limited more according to the needs of the present moment; by traders collecting their boats and promising importation as soon as the rising streams should afford the necessary means; by labourers and husbandmen all gone from the relief works to the busy fields, leaving only some of the women and children on the works; by the lists of gratuitous and charitable relief still swollen; by ryots and cultivators obtaining advances of food-grains, those who could from their landlords, and those who could not from the relief officers; by a diminution of the proportion of the people receiving assistance from Government; by a general manifestation of feeling that peril from drought was for the present stayed; by relief establishments partially freed from out-door avocations and with more leisure to complete returns and accounts; by transport operations nearly over and granaries filled; by confidence that, unless some new trouble should supervene, the allotments of Government grain would prove sufficient to the end.

I now advert to some of the considerations relating to the famine of 1874. Whether the preservation of the people from the destructive consequences of that calamity should be undertaken by the State was an imperial question beyond the power of the local Government of Bengal to decide. The Government of India determined from the beginning that this should be undertaken with every effort and at any sacrifice, in order to avoid risk with a reasonable degree of certainty, and to secure success so far as human means might avail. It was under this view and upon this understanding that the scheme of operations was conceived and worked out in all its details. Much of course may have been done amiss in the management of such multifarious affairs. As regards the means adopted and the steps taken for the proposed end, it is for others, and not for me, to judge whether any essential mistakes have been made in the way of doing either too little or too much, of falling below, or of going beyond, the requirements of the case on the fundamental principles which had been laid down for our guidance. But if any mistakes have been made in conducting the operations, then it will perhaps be remembered that many (though not all) of the parts of the undertaking had an unprecedented character. Many things were to be accomplished the like of which had never been attempted before. However great may have been the knowledge and practice of the many persons of all classes engaged in this service, still no person could possibly have had the actual experience needed in order to foresee the issue or the entire effect of the measures which had to be adopted.

The lessons learnt in one famine may doubtless be most useful for successfully encountering similar conjunctures in future. But during this famine no particular method has proved to be applicable in all the places concerned. On the contrary, divers methods have been used in the varying circumstances of the several tracts of country. In Bengal and Behar the calamity assumed different aspects, according to the products, the trade, the landed tenures, and the habits of the people. Therefore a similar calamity occurring in other parts of India might present even wider differences. Moreover, any one famine is almost sure to be, in many important particulars, unlike every other calamity of the same general description. It seems certain that a famine at once deep and broad results only from a conjunction of many causes, the convergence of many adverse forces. This has been manifest in the Bengal famine of 1874. If, while the province of Behar was afflicted with scarcity, Bengal had been blessed with average harvests, the disaster in Behar might have failed to produce famine; but we have seen that Bengal was suffering from scarcity at the same time. If the scarcity had befallen those parts of Bengal where the agricultural classes are possessed of resources, as in the

eastern districts, the people might have sustained themselves with but little extra-neous aid, instead of being reduced almost wholly to dependence on the State ; but this calamity befell those tracts in Behar where the agricultural classes were in a lower status than in any other part of the country, and those parts of northern Bengal where the people do not possess the advantages of the jute fibre culture. If the failure of rain had occurred in districts where harvests are reaped in spring as well as in early winter, then there would have been some chance of gain in one harvest retrieving the loss in the other ; but the tracts most severely visited were just those where there could be no spring crops to make up for the loss of the main winter crops. If the worst failure had happened in those parts of Bengal which are traversed by railways or by rivers navigable at all seasons, there would have been hope either that succour would arrive through private trade, or that such supplies as might be despatched by Government would be transported easily ; but utter failure of rain and crops occurred in the very tracts which are most remote from easy communication. It was this concatenation of difficulties which intensified the famine of 1874, and which compelled Government to adopt preventive measures so searching, so laborious, and so costly.

In averting the consequences of famine the necessity of using extreme haste is most oppressive to those charged with the administration, and produces inevitable excess in expenditure of resources of all kinds. If the failure could be certainly foreseen even a few weeks before its arrival, or if when it was foreseen the Government could commence large preparations, trouble might be saved in an almost inestimable degree ; but this can never be. Failure dreaded for weeks may be averted by rain even at the last moment. Early in September 1873 fears began to be felt, and grew more and more acute as October advanced, but a fall of rain even late in October might have re-established everything. In regard to efficiency of preparations by Government, the time for that was in the autumn. But to set them on foot before the scarcity had declared itself for certain, would have had an evil effect. When the arrival of scarcity within a given time has become certain, the Government cannot properly begin to display all its power, to call forth all its resources ; for if it does so trade will be paralysed or impeded at the outset, and the people might at once learn the too easy lesson of foregoing self-help and leaning altogether on the State. It is only by trade being stimulated to supply a vast and emergent demand, by the people being incited by the motive of self-preservation, that the danger can be restricted to those limits within which the Government may effectually interfere. If, then, the measures ultimately adopted by Government had been taken in hand at a much earlier date, the gain in economy and efficiency would have been insignificant as compared with the mischief which might have ensued from the discouragement of private enterprise. In practice, therefore, the measures, however much they may have been considered beforehand, cannot be put into execution until the latest safe moment for decisive action has arrived. The excessive urgency which will then arise must be very disadvantageous, especially in transport arrangements. It multiplies the chances of failure and enhances considerably the expense. But it must be endured, as it springs from the very nature of the trial and from the essence of the case.

In the urgency thus admitted to be inseparable from a great undertaking of this nature, the use of railways in India is conspicuous. On former occasions of this nature, the railways have proved very valuable. On this occasion, however, it is difficult to describe fully the usefulness of their services. It may suffice to say that without the railways the operations against this famine could not have been adequately carried out. The supplies of grain coming either from distant places beyond sea, or from the northern extremity of India, had to be conveyed by rail for distances ranging from 150 to 450 miles to the borders of the distressed country.

The task of systematically feeding almost the whole population of tracts of country containing two or three millions of souls, or even a higher number than that, should not, of course, be accepted by Government save under the most exceptional circumstances, and under the paramount necessity of saving human life. Though undertaken on this occasion for many of the distressed districts, it has not been undertaken for all of them. Many distressed districts

have been managed by other methods. But evidently in many cases the thorough and absolute remedy for famine, by Government supplying the people with food, may be most desirable, if it be practicable. As it had never, perhaps, been tried before, its practicability would probably have been doubted until proved by trial. At the outset the most sanguine of those engaged in such a task doubtless felt some misgivings as to its entire success. There is, however, no longer any doubt as to its being perfectly practicable. It can be accomplished with entire regularity for many months consecutively by disbursing cash, so long as supplies and trade last, and when these fail by distributing, paying, selling, and advancing Government grain. And the demonstration of this problem may be regarded as one of the experiences which the events of 1874 will store up for the future.

Large as may be the official machinery for the administration of any broad system of relief, the experience of 1874 shows the possibility of enlisting powerful forces of voluntary assistance. If in the most distressed tracts the work is mainly done by official agency, yet in less distressed tracts private agency to the utmost extent can be, as it has been, brought into play. The zemindar, the planter, the landholder, the merchant, the trader, the head villager, have all rendered service in their respective spheres.

The enforcement of labour tests, the establishment of poor-houses, the issue of cooked or prepared food, were the topics of much discussion at the outset of the operations of 1874. I shall recapitulate the results of the experience gained regarding these subjects during the operations.

I understand the enforcement of the labour test to mean this, that before gratuitous relief is afforded to any applicant enquiry is made as to whether the person can do any work, light or heavy; and if the person can, then such work is imposed as may be appropriate to the age, sex, or condition. If this be the labour test, then it has been invariably enforced from beginning to end of the operations. Hundreds of thousands of persons of both sexes, of all ages, of various degrees of health, strength, and weakness, have been successfully subjected to it.

The term "establishment of poor-houses" may be used in two senses. If the plan means the constructing of tolerably commodious buildings, even though of a temporary sort, the collecting therein of considerable numbers (say some hundreds, or even thousands) of poor or miserable people, and the managing of the house as an institution on a large scale, then it has never been adopted by Government during the famine of 1874; though there have been some institutions conducted by eminent individuals which in some respects come under the above description. There may be many circumstances under which measures of this sort can be beneficially adopted in preference to any other method of coping with distress. That particular position of affairs did not present itself in the distressed districts on this occasion. But if the plan means the constructing of a small, though salubrious, temporary structure, in which are placed a very limited number (say less than fifty) of poor persons unable to do any out-door work, though not ill enough to be sent to hospital, or unable to walk from their home to fetch food, or having no house to shelter them, or belonging to no village where they could conveniently receive house relief,—then it has been adopted in very many places scattered all over the distressed districts. It has been seen in the last chapter that those recipients of gratuitous relief who could be relieved without being placed in a poor-house were given tickets entitling them to so many rations of grain to be issued from the nearest Government granary.

The issue of cooked or prepared food was much discussed at an early stage of the relief operations. The question was raised whether gratuitous relief ought not to be given in the shape of cooked food. It was argued that in India none would come to a public place for cooked food unless they were really in want, and that the distribution of cooked food would be a test or a check against imposture. On the other side it was explained that needy people of the middle class, respectable widows, and the like, could never thus come; yet there were many people of this class who required relief and must die if they did not receive it. It was decided that charitable relief might be given in the shape of cooked food or uncooked food, according as the local committee or local relief official might think best. When severe famine visited a tract it was impossible to enforce

any cooked food test or to adequately relieve the people except by distributing grain enough for a week's or a fortnight's consumption at a time to every person or family found to be in want. When it is remembered that in a single circle of about one hundred villages there were from 5,000 to 23,000 persons supported by charitable relief, the preparation of cooked food for all these would have been a serious addition to the work of relief. But cooked food was given to inmates of relief hospitals, and to the cripples who lived at the poor-houses.

Towards the end of the distress, when it was desirable to throw the people back on their own resources, and to send the paupers and cripples to their ordinary supporters, the gradual enforcement of the cooked food test was salutary. In towns like Burdwan and Cutwa a class of fever-stricken poor had for some time existed; and there cooked food had to be distributed daily to hundreds who had hardly strength to cook for themselves.

The selection of the most suitable sorts of relief works for the employment of the poor has occupied much thought. At the outset road-works proved decidedly the best for the accommodation of masses of hungry people suddenly arriving. These people could all settle down on one part or other of the road, and could be in some way counted and paid up every evening. When, after the multitudes had been reduced to order, large numbers of them were brought back to their respective villages, relief work on tanks (new or old) was found to be the most appropriate employment. There was a new tank to be dug or an old tank to be deepened within reach of most villages; and it was much easier to enlist the services of local notables and village headmen in supervising work on tank works than on roads. There is this drawback to tank works, that they benefit a small locality and a few people rather than the public generally, and are not therefore such fitting objects for public expenditure as roads.

The large works constructed on high engineering principles, such as canals and railways, will not be very serviceable as relief works in the earlier stages of distress, unless portions of the works are carefully set aside for the reception of weakly persons. Such arrangements can generally be made, and were actually carried out, on the Sone canal, the Northern Bengal State Railway, and the Gunduk embankment. Apart from such undertakings being necessarily concentrated over single lines of country, they are ordinarily done by petty contract. It is contrary to the interest of contractors to employ persons who cannot do a good day's work; and this tendency has to be counteracted. When the relief labourers become strong and healthy, they can with advantage be drafted to railways and canals.

The choice between different modes of paying for relief labour has, as shown in Chapter IV, caused much anxiety. There were three plans, namely, "daily wages," whereby a person having laboured for so many hours receives a wage, whether the result of the work has been much or little; "task-work," whereby a person receives a daily wage for an allotted task, but is liable to reduction of wage if the performance falls short; "piece-work," whereby a person is paid for the quantity of work done and measured up, much or little, according to a fixed rate. The daily wage plan renders it difficult to enforce a proper amount of labour, and is open to manifold abuses. It is permissible at the outset only, until the people can be taught to follow better plans. The task-work is better, but it has one fault—in that it fails to offer any inducement for special and extra exertion, or for self-improvement in skill.

The "piece-work" plan was found the best on every account. As regards facility of supervision, prevention of cheating, and economy of money, it is excellent for the sake of the works; but for the sake of the people also it is preferable to any other plan. It offers a stimulus to extra exertion and self-improvement, and conduces to industrial training. By holding out the prospect of gain, it makes the relief labourers work harder, perhaps, than they had ever worked before. It teaches them to save something from their earnings, and to exercise forethought. Its good effects were exemplified in the conduct of the relief labourers during May and June, as described in Chapter IV. And when the expenses of relief works are examined, it is found that even when the piece-work rates were twice as high as in ordinary years, the work done cost

less than under the daily wage system, when the rates were kept down to the low standard of ordinary years. The experience of 1874 seems to show that piece-work, even at high rates if necessary, should always be introduced on relief works at the earliest possible moment.

The sale of Government grain to the public, wholesale and retail, has been an important element in the policy of relief administration of 1874.

Even in the most distressed districts there were some whole classes, and many individuals in other classes, who had money, or the means of raising it, but who could not obtain food for it. The sale of Government grain to such people relieved the pressure on relief works and on charitable relief, promoted self-help, and maintained self-respect among the middle classes, agricultural or non-agricultural, and materially reduced the burden on the public treasury. In Mudhoobunnee, where the failure of the crops was most severe, the sales of Government grain were largest. To any one watching the sales at the petty granaries, it was remarkable to see what numbers of people, who to all external appearance were paupers, produced or raised money and bought their food rather than ask for charitable relief. Widows, aged persons, children, and unlikely people of all classes, seemed either to have brought out old hoards, or to have raised money somewhere, wherewith to buy food at the Government granaries. If Government grain had not been for sale, those poor people could hardly have bought at the famine rates which would have prevailed, and they must have either died or have swelled the lists of the people on relief works and on charitable relief. Numbers of instances were related of widows who had sold their last remaining ornaments so as to be able to buy food for themselves and keep their names off the pauper lists. In some cases these poor creatures, when they could not afford to pay the full Government price, begged to be allowed to pay at reduced rates rather than be put on the list of paupers who got their food for nothing. These grain sales secured the return of one million sterling out of the money expended by Government on bringing grain into the country. Certainly the people themselves believe the sale of Government grain to have been among the most useful measures which the Government adopted for the relief of distress.

There must always arise the question whether the sale of Government stores is detrimental to private trade. Certainly no effort has been spared to prevent the measure producing any such ill effect. It has been adopted, as shown in Chapter IV, in those places only where there was no private trade in food-grain and no prospect of any arising. If the opinion of native merchants and grain-dealers may be taken as conclusive, I may say that in Bengal and Behar generally, and the distressed tracts particularly, they were all in favour of the measure with the conditions under which it was carried out. More valuable still than the opinion of the trade are its practice and action, as seen already in Chapter IV. Nothing, indeed, could have exceeded the activity of the import trade of grain in the distressed districts generally during the time when the sales of Government grain were at their maximum. From parts of Bengal, such as Mymensingh and Julpigoree, where the crops had been fairly good, private exportation into the distressed districts during the early part of the season was so very brisk that in May and June trouble arose in these exporting tracts, and scarcity was for a time keenly felt. Rarely or never has so brisk an importation of grain been witnessed in Behar as that which occurred in the summer of 1874. It could not, indeed, have possibly been greater from the north-west quarter, inasmuch as it took up all the available railway carriage. The merchants sent their grain as near as they could to the most distressed tracts. Their conduct showed that they had no fear whatever of being interfered with or undersold by Government in any place whither they could manage to despatch their grain. The injunctions which had been given to the local authorities to stop the sales on the arrival of private grain were carefully made known to the merchants and to the public. In the end the sales of Government grain ceased of themselves by the action of local trade underselling the Government. As private supplies made their appearance in the market during the autumn, the prices of private grain became cheaper; while the price of Government grain was purposely kept at the comparatively

dear rates which had been adopted in July, so as to give the best opportunity for the revival of local trade. The new rice and the remnant of old stocks began to be offered at cheap rates, so the people at once purchased private grain and ceased to buy the Government grain. Thus the Government operations did not prevent or check the resumption by the trade of its proper functions. On the whole, it may be affirmed that the sale of Government grain did not improperly interfere with private trade.

It may, of course, be argued that Government, by interposing at all to prevent famine, and consequently by averting the prevalence of famine prices, must to a certain extent have interfered with trade. But any doubtful advantage which trade might have gained if Government had refrained from interposing, would have been much more than counterbalanced by the loss of life and the diminution in production which must have ensued. And, dominating all these considerations, there is the moral principle that it is, in the last resort, the duty of Government to save the lives of its people. But the result proves that Government, while on the one hand exerting the interposition sufficiently for the preservation of the people, restrained it on the other hand within legitimate limits. Inasmuch as the private importation exceeded the Government importation, it is evident that, great as were the efforts of Government, the efforts of all the traders combined were greater still. Indeed the Government itself had the strongest interest in evoking the assistance of trade for the prevention of the famine. That assistance was essential to the accomplishment of the objects in view, and it was ultimately rendered to a vast and beneficial extent.

The policy of granting advances of food-grain to ryots and cultivators on a large scale has perhaps both novelty and interest. The situation was this, in a vast number of cases ryots or tenant-cultivators had no grain and no means of obtaining it. Though the larger landlords advanced grain to their tenantry, the smaller landowners, who own in the aggregate a great portion of the lands of the country, were unable to do so. The village grain-dealers, who would ordinarily make such advances, either had no grain to advance or refused to, advance what they had until the prospect of the next crop should be assured. The cultivators were much employed in the transport of the Government grain; they also laboured on relief works. But the time came when they must leave all such employment for their fields. For carrying on the cultivation they must have grain not only for themselves, but also for giving wages in kind to their field labourers. Unless, therefore, advances of grain were made to them by Government, agriculturo must suffer, and the new crop must for want of husbandry be short, notwithstanding abundance of rain. The policy, then, of thus advancing Government grain was clear. Its working and effects have been described in Chapter IV. It is among the causes which have brought about the speedy and satisfactory termination of the famine of 1874. So far experience attests the advantage of adopting it in similar emergencies. It remains to be seen whether the money value of these advances will be duly recovered. Instructions have been issued for the realization of some instalment, however small, at the coming winter harvest, so that the people may be reminded that Government intends to hold them to their bond. It has been assumed in the financial estimates that 85 per cent. of these advances will be recovered. The local officers report that the recoveries may even exceed this proportion, and that the people feel grateful for the concession, and evince entirely a disposition to repay.

In reference to the issue of food-grain by Government to the people in distressed districts or provinces, whether gratuitously, or in wages for public work, or by sale, or in advances, or by all modes together, it is to be borne in mind that these processes, singly or collectively, must affect prices of all food-grains, not only in those districts and provinces, but also in neighboring places. It is indeed impossible to define the area or distance to which such influence may extend, but the extent must be considerable. Comparisons are sometimes made between the prices of food-grains which have prevailed in

Behar and northern Bengal (into which provinces vast quantities of Government grain have been poured) during 1874 with the prices which have prevailed during the same period in neighbouring portions of the North-Western Provinces, and in other parts of Bengal, where no Government grain was sent. Surprise seems to have been sometimes felt that with all the scarcity of private grain in north Behar and in other distressed places, with all the impending misery and mortality averted only by Government aid, the prices, quoted in the local markets for other food-grains as well as rice, should have been not essentially dearer than those quoted in other districts where distress was but slight, or did not exist at all, and should not have reached the high prices that ruled in previous famines. Such comparisons, however, are manifestly inapplicable to the circumstances of the case. It was the policy of Government, and nothing else but that, which prevented prices in Behar in 1874 from becoming dearer than those of Hindoostan, and from reaching the rates of former famines. This policy in Behar acted indirectly to prevent prices in the immediately adjoining districts of the North-Western Provinces rising in sympathy with Behar rates. If there had been no importation by Government, Behar would have attracted an excessive quantity of grain from those districts, and would so have caused prices there to touch famine rates. Nothing short of this policy could save the mass of human life which was in jeopardy. The Government poured into the distressed districts 460,000 tons of grain, and by paying a part of the railway charges assisted private dealers to import 530,000 tons more. The importation by Government kept down prices in north Behar. The private importation, thus encouraged by Government, kept down prices in south Behar. The Government grain was distributed in all the remoter and more distressed tracts, and was sold to the public at rates adjusted according to the prices of neighbouring marts. When wholesome Burmah rice was to be had at these rates close to every village, the common rice of the country, though preferred to Burmah rice, must necessarily follow that standard. In short, the Government was obliged in parts of north Behar to take into its own hands the supply of food for the people. It is therefore manifestly impossible to compare the prices of a place and a time, wherein Government so seriously and potentially interposed, with the prices of other places and other times, wherein there has not been such interposition.

In the tracts south of the Ganges, where little Government grain was stored, the vast quantities of grain imported with the help of Government by private dealers from the cheap districts of northern India could be sold with profit at rates cheaper than famine prices.

In the most distressed districts the supplies of food were regulated by the operations of the Government, acting for the safety of the people, within the limited area of interference. The pertinent question, therefore, is not what the prices were with State interposition, but what they would have been without it. Referring to this question, I subjoin a statement showing the range of prices in seven of the larger districts during the recent scarcity as compared with prices ruling in ordinary years and in the famine of 1866. It will be seen that, on the whole, prices were in 1874 quite twice as dear as they are in ordinary years. In the early part of the season, before the forces of Government had come fully into the field, prices were dearer during the recent scarcity of 1873-74 than during the corresponding months of the last famine of 1865-66; but from April to June quotations were much the same during both years. In other words, the tendency to an excessive dearness dangerous to life was checked in 1874, doubtless by reason of the proceedings of the Government. Then during July, August, and September of 1874, food was much cheaper than it was during the same months of 1866. Those months were in 1866 a time of very short stocks, of very high prices, of much misery, and of some starvation; whereas in 1874 the efforts of Government, seconded by private trade, sustained the people in fair condition, and kept prices considerably cheaper than starvation rates. According to the analogy of 1866, the failure of December 1873 and the prices of the four subsequent months must have been

followed by starvation rates in the summer and autumn of 1874 if Government had not interposed.

NAME OF DISTRICT.	NUMBER OF SEERS OF COMMON RICE SOLD FOR ONE RUPEE IN																	
	DECEMBER.			FEBRUARY.			APRIL.			JUNE.			JULY.			SEPTEMBER.		
	Average good year.			Average good year.			Average good year.			Average good year.			Average good year.			Average good year.		
	1865.	1873.		1866.	1874.		1866.	1874.		1866.	1874.		1866.	1874.		1866.	1874.	
Tirhoot	23½	14	12	22½	12	9½	21	9½	9	18	9	9	18½	9	11	20	10	14
Champaran	26½	10	13	26	10½	9½	23½	9	9	22	9	11	22	6½	11	23	11	13
Saun	20	18	12	20½	18½	8½	19½	12	12	20	11	12½	19	10	12½	18½	13	18½
Monghyr	24	14½	13½	23½	12	9½	20	9	12½	19½	10	10½	10½	7½	11	18½	20	13½
Purneah	30	18	10	26	16	9	25½	12	10½	25½	9	10	2½	9½	10	24	13	17
Rungpore*	29	22	14	27	16½	11½	26	10	8	23½	15	9½	23	11½	11½	23	10	16½
Dinapore*	34	19½	11½	30	20	14	30	15	8	27	13	8½	28	11½	9	26	11	15

* The famine of 1866 was but little felt in the districts of Dinapore and Rungpore.

In fact, however, it is attested by all classes of witnesses that the failure of crops in 1873-74 was very much greater than in 1865-66, both as regards extent of area and losses within that area. It may therefore be presumed, almost with certainty, that had affairs been left to follow an uninterrupted course, the prices of 1874 would have been much higher, and the distress much more intense, than in 1865-66.

Even with all our efforts, very high prices did occasionally obtain in limited tracts and under exceptional circumstances. So early as March common rice had risen to seven seers per rupee in parts of Tirhoot, before the Government granaries were opened. In May, when the entire machinery of relief was in play, prices more than once rose to one rupee for seven seers at Mozufferpore, the capital of Tirhoot. In May also a sudden outburst of distress occurred in an unexpected quarter of Purneah: the Government granaries were cleared out, and the price of common rice stood at five to six seers per rupee until further Government supplies arrived. In the Julpigorce district prices ranged from five to seven seers per rupee for a fortnight before the Government grain arrived. Calcutta merchants, who had been concerned in the Orissa famine, predicted most confidently, before the Government policy had been fully declared, that prices in Calcutta would reach seven and eight seers per rupee before the trouble was over.

I believe that none conversant with the facts can doubt that common rice would have been selling at five and six seers per rupee for months together over large tracts of Behar and Bengal if Government had not imported grain largely, and had not successfully promoted importation by trade. In the worst part of north Behar indeed, and in many other places from time to time, prices must have become even dearer than these last mentioned, until at last grain ceased to be procurable at any price. In such dire event, the people would have swayed hither and thither in a wild quest of food. Those who could move would have fled elsewhere, causing accession to the growing mass of misery wherever they went, or lying down to die by the way; those who could not move, would have perished in their homes. Such prices would after a time have attracted supplies by trade, but before the arrival of such supplies a large portion of the people would have been dead.

It is always to be remembered in India that the effect of any given price of food upon the people largely depends on their circumstances, such as the proportion of cultivable to cultivated land, the incidence of the population on such land, the quality and value of the articles exported, the influx of money in payment for exports, the demand for labour, the rate of wages, and the like. Again, the effect much depends on the growth, continuance, or permanency of

these circumstances. If dearness of food arises from such causes as these, the people bear up against it, even flourish under it, to a degree that would hardly be credited unless experience proved the fact. In central and western India, for several years subsequent to 1861 prices prevailed which would cause misery in eastern and north-eastern India, yet with those prices the people of central and western India had abundant harvests, and made strides onwards in health, wealth, and strength. Experience will immediately show what the people in any given province can or cannot endure in this respect. And it is understood that in Behar and in many districts of Bengal prices dearer than one rupee for ten seers mean distress, and that prices dearer than one rupee for six seers mean mortality.

I need not dilate here on this part of the subject, as it has been already adverted to in Chapter II.

These considerations lead to the question how many lives may have been saved by the expenditure and the operations which have been described. It has been seen in Chapters II and IV that the condition of the people in the great rice tracts of Durbhunga, Mudhoobunnee, Ramnugger, Bettiah, Soopool, parts of Mozufferpore and Seetamurhee, and parts of Purneah, Dinagepore, and Rungpore, in March and April last, was this, that they had no food, no money wherewith to buy any, and no means of earning anything. I believe that the best informed persons are quite right when they say that the people of these tracts could not have come through the crisis without losing about one-third their number if Government had not stepped in and helped them. Such a consequence would represent the loss of about one and three-quarter millions of lives. Besides this broad sweep of destruction, there would have been sporadic mortality or individual casualties in large numbers in the districts of north Behar and northern Bengal generally; also in parts of Moorshedabad, of the districts round Burdwan, of Chota Nagpore and Sonthalia. This secondary degree of mortality would represent an aggregate which cannot be stated numerically, but it might perhaps represent a loss of nearly 500,000 lives. This would raise the possible mortality to a number of two millions and a quarter. The famine of 1769-70 afflicted very nearly the same region as that which has been visited by scarcity during the past year; and it was estimated by so competent an authority as Warren Hastings that one-third of the population of Bengal (or, as it has since been calculated, ten millions of souls) perished in the famine of 1770. This estimate must apparently have been excessive, still it may be referred to as having passed current for years, and as having been adopted by so able a thinker as James Mill in his History of India. In 1874, for several months three millions to four millions of people, and in two months four and a quarter to four and a half millions, were either living on, or helped by, grain or money supplied by Government or at the expense of the charitable relief fund. My estimate—and after all it is a mere estimate—is that more than half of this number, or upwards of two millions of people, must have fallen victims to the famine of 1874 if Government had not interposed on a great and costly scale.

It is apparently thought by some that in the provinces under the Government of Bengal the population is becoming too dense to be supported properly by the land; and that when the people have been protected by extraordinary efforts on the part of Government from famine and other calamities, there will remain the problem as to how they are to sustain themselves permanently in ordinary times. Without at this moment attempting a solution of this problem, which indeed demands the most vigilant attention, I will offer some facts and considerations which are immediately available as bearing upon it.

It has been mentioned in Chapter I that one of the measures by which the Government proposed to relieve distress was the promotion of emigration from the afflicted districts to parts of the country where food was cheaper and population less dense. For some years past about 30,000 persons have emigrated annually from Calcutta to the tea districts of Assam and to the British colonies. Very few of these emigrants come from the thickly peopled districts of Bengal or Behar; indeed Behar has hitherto contributed only 14 per cent. and Bengal proper barely 5 per cent. of all the emigrants that start from

Calcutta. In November and December 1873 attempts were made to collect, in the densely peopled districts of Sarun and Tirhoot, a large number of families who would be willing to emigrate to Assam. It was found that unless liberal bounties were allowed and a regular staff maintained for recruiting emigrants, no perceptible relief could be afforded to the distressed districts. It was considered that the money available for relief would be better spent in other ways, and so the attempt to promote emigration to the tea districts was abandoned. At the same time the usual emigration promoted by employers of labour in the tea districts and colonies was more than ordinarily active.

The authorities in British Burmah, in December 1873, suggested that the scarcity would afford a favorable opportunity for promoting emigration thither from the rice districts of Bengal. The Government of India made a considerable grant of money in January 1874 to meet the cost of beginning a system of emigration to British Burmah. An officer acquainted with emigration affairs was deputed to superintend the business, and all the district officers of Bengal were made his agents to procure emigrants and assist them in starting. The result of eight months' working of the Burmah emigration agency has been that 5,040 emigrants have gone to Burmah, and that the Government has spent Rs. 99,115, or over Rs. 19 per head, in sending them. Much of this outlay will be repaid by the emigrants from their future earnings. Out of the total number of emigrants to Burmah, 3,479 came from Calcutta and the districts immediately round the metropolis; 1,199 from Behar; 87 from the Chota Nagpore country; and none at all from northern Bengal.

These facts may throw some little light on the question whether the pressure of the population of Bengal generally is too heavy for the resources of the land. The statistics of emigration (so far as they go) would seem to show that it is not. The fewness of Bengalee emigrants can hardly be due to any mismanagement on the part of emigration agents, for Bengalees themselves are quite as unsuccessful in obtaining emigrants. The chief minister of the Cooch Behar State, a highly intelligent and capable Bengalee gentleman, recently attempted in vain to induce families from his native neighbourhood, the Burdwan country, to emigrate to Cooch Behar, where excellent virgin soil close to dear markets is available at low rents.

A review of the export returns of Bengal ports shows that in ordinary years—

- about 400,000 tons of rice (besides 40,000 tons sent annually up the Ganges into the North-Western Provinces);
- about 175,000 tons* of oil-seeds of different kinds;
- about 380,000 tons of jute and jute fabrics;
- about 10,000 tons of indigo and opium from Bengal alone—

are exported annually beyond the sea.

These products, together with miscellaneous raw produce exports, occupy about 3,750,000 acres of the best arable land in the country; so that Bengal can in ordinary years support her own population, and can spare more than one-twelfth of her cultivated land for production of food and other staples for the use of other countries. These remarks, too, apply with special force to the very districts which have been lately the worst distressed, namely, north Behar and northern Bengal. The tracts recently most afflicted with scarcity export food largely in ordinary years, with the single exception of Sarun; but Sarun largely exports non-edible grains, which trade enables it to purchase food-supplies from many marts close at hand.

The agricultural statistics for Bengal have not been completed, but we know that, notwithstanding the great extension of cultivation during the last eighty years, there are still large areas of fertile soil awaiting the plough in Purneah, Dinagepore, Chittagong, Julpigoree, north Bhagulpore, and in Chota Nagpore.

Along the whole northern border of the most populous districts (which last year were also the most distressed) of Behar and Bengal, stretches a wide strip of fertile land awaiting the approach of cultivation. To the south of

* The total export of oil-seeds from Calcutta is about 20,000 tons a year, but of this one-eighth comes from the North-Western Provinces.

central Bengal lie the Sunderbuns, where, even allowing sufficient land for forest reserves, there are broad areas of rich waste available for settlers from the thickly-peopled districts of Bengal. To the west again of Behar and Bengal are situated the districts of the Chota Nagpore division, where the population is comparatively sparse, and where perhaps barely one-fifth of the land has yet been brought under the plough. In the rich valleys of Assam and Cachar there is ample space for any population that may overflow from Eastern Bengal for very many years to come. There are thus on all sides of Bengal wide areas of uncultivated land available for such surplus population as may migrate from the districts of Bengal and Behar.

Sir George Campbell instituted the systematic collection of agricultural statistics in 1872. As yet this work has been completed for the district of Jessore only. The results for that district show that much of the land produces two crops a year, and that lands given up wholly to food-crops yield on an average about one ton of clean rice to the acre; that is to say, an acre supplies ample food for four people for a whole year. In this case the land is yielding enough for the dense population settled on it and for a large exportation besides. Estimates made by competent authorities for Backergunge, Dacca, and the Sunderbunds, put the yield for those districts above one ton of rice to the acre. And some of the best lands in eastern Bengal produce three instead of two food-crops in the year. It is probable that many parts of Bengal do not produce at this rate; but it is believed that lands put down with two food-crops a year produce at a rate approaching to one ton per acre in eastern and northern Bengal. Probably lands bearing only one crop of rice a year in Behar and western Bengal may not yield more than half a ton of clean rice to the acre in ordinary years. Even this calculation would show that the land must be yielding enough for the population living on it, and for some exportation besides.

At the rate of half a ton of food to the acre, one square mile (640 acres) of food-crop land would support 1,280 persons. The area of Bengal, Behar, and Orissa (exclusive of Chota Nagpore, the Chittagong and Tipperah Hills, and the tributary states,) amounts to 133,924 square miles, with a population of 443 persons to the square mile. In the absence of correct agricultural statistics, the best estimate I can offer of the cultivated area is that in these three provinces about 48 millions of acres (equal to 75,000 square miles) are under cultivation. It is estimated that about four-fifths* of this area bear food crops. By this reckoning 38½ millions of acres produce food; one-twelfth of the produce will more than meet all requirements for seed grain; so there remain 35 millions of acres for food, which will support 70 millions of people. But the population of these three provinces is only 59½ millions. Therefore if the estimate now offered is near the truth, there is, without reckoning the yield of double crop lands, a considerable margin of food produce to meet demands for exportation, and to cover short production or occasional failure of crops over limited areas.

In western Bengal, especially Burdwan, and in Behar, the wages of unskilled labour are very low indeed, and there are large classes who live poorly in ordinary years. Their depressed condition has been strikingly apparent during the troubles of 1874. But recent investigations have shown that even in the Burdwan country the poorer classes are, in respect of petty comforts and conveniences, better off than they were twenty years ago. In eastern and northern Bengal the wages of unskilled labour are comparatively high, there is no pauper class, and the petty occupiers of the land are almost to a man comfortably off. For instance in the Rungpore district, where the population averages 619 to the square mile, and the whole people make a comfortable living by the land, it would be almost impossible to collect

* NOTE.—In the three sub-divisions of the Jessore district, for which accurate statistics have been collected, the proportion of food-crop area and of double crop land has been found to be as follows:—

	Acres.
Total area—1,581 square miles, equal to	1,011,840
Total crop-producing land ..	749,833
Land producing two or more crops a year ..	75,099
Area under food-crops ..	661,708

Out of this last total (661,708 acres) more than 75,000, equal to 11 per cent. of the whole, produces two food-crops in the year. In this tract, therefore, 89 per cent. of the cultivated land produces food; but it is notorious that the Jessore district yields a large surplus of rice, sugar, and other food stuffs for export to Calcutta and Western Bengal. In Behar, where opium and indigo are largely grown, the proportion of food-crops to other staples is probably smaller than in Jessore.

five thousand workmen in any one place. The road-making, the palanquin-carrying, and the harder menial duties throughout Rungpore are usually done by sturdy immigrants who visit Rungpore and Cooch Behar annually from the less fertile districts of Chota Nagpore and Sonthalia.

Without at all controverting the opinion that the poverty of large classes of the people in some parts of the provinces under the Bengal Government does afford ground for anxiety, I believe that the above considerations forbid us to despond. There are evidently some facts which point the other way, and indicate that so long as the seasons are propitious and the crops prosper, the people will, as a whole, support themselves; that they can withstand a moderate degree of misfortune, and even a partial failure of harvests; and that nothing short of a really formidable calamity will drive them to the verge of danger.

The distress caused by widespread failure of crops in a country thickly inhabited by a purely agricultural population would not of itself show that the pressure of the population is too heavy in ordinary years. In very few countries could the people bear up against such a disaster as that. The rapidity with which the people re-established their agricultural livelihood in the summer of 1874, and with which vast crowds have, during the autumn of that year, left the relief works and relief centres all over Behar and northern Bengal, seems to show that the people look with entire assurance to the land proving sufficient for their support in ordinary years.

The events of 1874 have not indeed furnished any conclusive data for solving the question, which is perhaps insoluble, as to what may be the average amount of stocks of food in the country; but the experience of this year tends to show that these stocks in the distressed districts at the end of 1873 were larger than they had been supposed by many to be. The British Indian Association expressed in December 1873 their confident belief that "the stock of old rice in the country was not such as in any way materially to supply the deficit in the yield of the current year's crops." Again, my own estimates of the grain requirements of each district, which were framed after enquiry on the spot, reckoned on the people needing to consume some Government grain during February 1874, and a great deal more during March and April. Yet the result showed that in all the distressed districts the local supplies sufficed for the great majority of the population until the middle of March, and in some districts they lasted up to even later dates. Their exhaustion was constantly dreaded and frequently appeared imminent; still they held out in most places, though they ran short in some. Up to the end of April only 14,000 tons of Government grain had been consumed, as compared with a consumption of 57,000 tons anticipated in the estimates. It is true that we endeavoured at the outset by cash payments to prevent the consumption of Government grain, and that consequently during subsequent months, May to August, the Government grain was consumed at a rate fully equal to that which had been anticipated. Still there is the fact that stocks in great quantities were drawn out during the spring. Again at the end of the season, in September and October 1874, when the prospects of the winter rice-crop were nearly secure, considerable stocks of grain were brought to market in some of the districts where the failure of 1873-74 had been greatest.

The experience of 1874 has fully indicated the correctness of the policy which drew the Government supplies of grain mainly from Burmah and Saigon, and has also shown that rice is, for Bengal and Behar, the best kind of grain for Government to import. The small Government purchases made in Calcutta during December unavoidably disturbed markets and forced up prices to an extent out of proportion to the magnitude of the transactions, while the result showed that all the surplus food of northern India and of Orissa, that could by any means find means of transit, would work its way to the distressed districts by means of private trade. Considerable purchases (about 17,000 tons) were made by Government in Orissa; but a very much larger quantity (estimated to be about 50,000 tons) of grain found its way by private trade from Orissa into central Bengal, either for despatch to Behar or else to fill the vacuum caused by exportation from Bengal to Behar. The surplus grain of northern India, so far as the railway could carry it, was brought

into Behar by private traders, and thus the Government importations from beyond the sea were in addition to, and not in place of, the surplus grain available from other parts of continental India.

The people of Behar, as well as those of northern Bengal, preferred rice to wheat, and it seemed clear that they were not accustomed to eat wheat in any shape. In parts of Purneah, to which a small supply of northern wheat found its way, numbers are said to have boiled it like rice, and to have eaten it in that shape. Coarse grains, such as maize and the cheaper millets, were not imported by Government, with the exception of some small quantities, because they would not have kept sound longer than a very few months.

Burmah rice, though quite wholesome, was not so palatable to the people as Bengal rice ; but this circumstance had its advantages, for it was certain that few would consume Government Burmah rice who either possessed or could buy Bengal rice. But in the last resort the hungry people ate the Burmah rice and threw upon it. The Burmah rice kept well in India. Fears were expressed by experts from Burmah versed in the rice trade that the Government grain stored in bulk would heat and spoil, as large stocks often did in Burmah ; but the Government rice from Burmah has almost everywhere kept well, has not heated, and has been comparatively free from weevils. Part of this result is probably due to the care taken by Government officers to construct good granaries, to keep them water-tight, and to maintain thorough ventilation throughout the stacks of grain bags.

We were not so successful in keeping other grains, such as gram and wheat. Some of the stocks were attacked by weevils and had to be sorted and sold off.

In respect to the state of the people, some questions must obtrude themselves, namely, in what physical condition has the administration of relief in 1874 left the masses of the population in the distressed districts ? Has it improved the rates of wages ? Has it caused any lasting material improvement ? Has it aggravated or widened pauperism ? Has it tended to demoralize the labouring classes ? Has it altered, for better or worse, the relations between the people on the one hand and the Government and its servants on the other ? Has it left any evil legacies behind it ?

There is testimony, apparently universal, to the effect that all of the lately distressed classes are now, that is in October 1874, in quite as good health and strength as they have ordinarily been. That the humble classes connected with the land are in excellent working condition, is attested by the state of husbandry and by the area of well-tended cultivation at this moment. Of the classes lower in the social scale, some of them are ordinarily in poor physical condition, and they can hardly be otherwise now. Now that liberal relief has been dispensed for a time, they are declared by the best medical inspecting authorities to be not at all worse than usual, perhaps even to be somewhat above what must be acknowledged to be a low average state.

There is no sign as yet to show that the rate of wages has risen since the relief operations were undertaken. The intention was, in managing relief, and in introducing for a time causes which are in their nature artificial, to avoid every thing which might tend to permanently influence wages either way. It has been seen in Chapters II and IV that when daily wages were given for relief labour, they were made relatively low and kept down as nearly as possible to the standard of ordinary years. When relief labourers were enabled to earn much more than ordinary wages, that was under the piece-work system, which necessarily offers a premium upon extra exertion, and it was thought that this would not affect the future rates of wages proper. At all events it is presumable that the relief administration has not left the rates of wages at all worse than it found them, and that perhaps is all that could properly be expected. In north Bengal the rates of wages are moderately good and may yet rise. In north Behar they are very low, perhaps as low as they are anywhere, and lower than in most Indian provinces of equal wealth and culture. It were much to be wished, for the sake of the humbler section of the community, that they were higher. There seems at present to be no reason to hope that any essential improvement has set in. The only prospect of such improvement immediately discernible arises from the projects of railways and

canals in that region. If such works shall be undertaken, then doubtless the lower classes will receive their share of benefit in the shape of wages bettered.

As regards all the distressed districts save Burdwan, the belief is that pauperism has not been widened nor aggravated. At the period when the famine most touched the very poorest class, there were 750,000 persons on gratuitous relief and on light in-door labour. This number certainly included all the paupers of the distressed districts; but it included many more besides, namely, high caste people unable to beg or to work, and people unable to work and obliged to seek charity for a time only. The reduction of the total number began (as seen in Chapter V) in the beginning of August, and by the middle of September all those who could be made to obtain any support for themselves were discharged. Those who remained after the middle of September (444,000 persons, as seen in Chapter V) represented fully the pauperism of these districts. This number is equal to $2\frac{1}{2}$ per cent. on the population of these districts taken at 18 millions in Chapter III—not a large proportion all things considered. These people ordinarily subsist on private charity. They also (as seen in Chapter V) have been undergoing discharge until they have disappeared almost entirely from the Government rolls everywhere save in the Burdwan division. There has been every desire on the part of Government and its officers to avoid retaining the poor people on the rolls a day longer than could be helped. Since their discharge these people must doubtless be again seeking private charity. In the absence of a poor law there must needs be a class who, by reason of sickness, infirmity, age, or helplessness, are forced to subsist on private charity. The relief system has preserved this indigent class in life through the crisis of the famine, when the sources of private charity were dried up. It has now restored them to their previous way of livelihood. There is no reason for supposing that it has done otherwise than leave them just as it found them. The pauperism of the country remains as it was. Its limits have not been enlarged.

There has been no demoralizing effect whatever visibly produced on the labouring classes. It is true that in the distressed districts these classes were for several months employed on the relief works. A small portion of them consisted of professional labourers, who work for hire in road-making and similar occupations. This limited class certainly made good earnings by the piece-work system; but as they did this by industry superior to the average, there is no reason to regard them as demoralized thereby. They were among the first to be discharged from the works as soon as the season changed for the better. They will doubtless labour in the future on public works and the like, much as they have laboured in the past. But the real bulk of the relief labourers consisted of the lower classes of ryots and cultivators and the field labourers. In Chapter IV it was shown that although the system of daily wages, unavoidably adopted as a temporary expedient, had demoralizing tendencies, the system of piece-work which was speedily substituted and finally adopted, had not any such tendencies, but quite the reverse. It is believed that these people, so far from being demoralized, were actually improved in morale by the system which was adopted. After the setting in of the rains the matter became one of demonstrable fact. For in what did the ordinary work of these classes consist?—Agriculture. After the rains set in, was there any reluctance on their part to return to their fields? Was there any slowness to sow? Was there any contraction of the average area of cultivation? Was any land ordinarily tilled left untilled? Was the first or autumn crop badly raised, tended, and gathered? Was the second or winter crop indifferently sown or inefficiently transplanted? Now all of the above questions, and any similar questions that could be put, may be answered emphatically in the negative. Never have these important things been done better by the people than during the summer and autumn of 1874. Though some persons here and there may have, during June last, been charged with unwillingness to quit relief, yet as a whole they have evinced a degree of alacrity and industry never surpassed by them within living memory. Such being the case, it is hard to see how they can have been in any way demoralized. On the contrary, they have probably learned a lesson regarding the vicissitudes of season and the expediency

of losing no chance of self-preservation by skill and promptitude. The only thing ever alleged against them was this, that in the autumn of 1873 they might have saved some part of their crops by turning streams to the uses of irrigation. But they were wanting in knowledge and not in will. Irrigation cannot be improvised by ignorant rustics for the first time in face of an emergency.

In respect to the relations between the people on the one hand and the Government and its servants on the other, if there is any alteration produced, it is for the better. The people cannot have witnessed unmoved the really vast preparations made by the British Government and the unflagging devotion of the relief officers of all grades. I am convinced that the people of all classes, from the highest to the humblest, regard with the utmost gratitude the policy and proceedings of Government on this occasion. They look back with extreme sensibility to the mortal peril which impended over them. Under Providence they attribute to Government their preservation from that peril. The impression left on their minds is profound, and will prove enduring. The sentiment of lively gratitude is not confined to the lately distressed districts, but pervades all the provinces under the Government of Bengal. The native press, the conversation of the people of all ranks, the addresses and representations constantly tendered to Government, teem and abound with proofs of this. From their bearing and conduct on this memorable occasion, all classes of the people, the zemindar, the landholder, the merchant, the trader, the ryot, the husbandman, the artisan, the labourers, the helpless poor, have risen in our estimation and regard. In respect to the officers of Government, their knowledge of the state of the people must have been greatly enlarged by the experience of the relief work, and they cannot but feel a more vivid interest than ever in the welfare of the people whose lives they have been instrumental in saving.

Respecting any supposed evil legacies of the famine, I hope that they are but few. Certainly a great expense has been incurred, about five and three-quarter millions sterling. This is an evil which cannot be overlooked or forgotten. It may be thought that a precedent has been established, which, whether for good or not, still is in either case most important. If any such precedent is thus established, I believe it will be for good, though I need not discuss its bearings here. Otherwise no evil legacy is perceptible. The famine relief may have not made the people better, but it has left them at least as well, morally and physically, as it found them. Some questions have been made prominent, the discussion of which may conduce to the public benefit hereafter. The insight of Government and its officers into the condition of the people and resources of the country has been improved. Public works for the prevention of famine in futuro have been designed. Another bond has been added to those bonds which unite the Government and its subjects. Above all, there is the moral effect of the elevated example which has been set by Government before the people at large.

One momentous lesson the famine has left behind it for our learning. That lesson teaches us the necessity of strenuous perseverance in the course of material improvement, on which the Government has already so beneficially and successfully embarked. It is only by such improvement that the country can be permanently protected from famine, and the necessity be avoided of adopting such extraordinary and costly remedies as those which have been described.

On a retrospect of the prevention of the famine, we cannot escape the question as to how the adoption of such extreme preventive measures on the part of Government in the future can be obviated. The calamity of 1874 is averted, the people are preserved in their ordinary condition, these fine districts are to pass on to 1875 with no unfavorable traces of the threatened destruction of 1874. But this has been effected at a very heavy financial cost to the State. During the period of safety there may be a disposition to forget that famine may happen again; still this contingency ought never to be absent from our reflections. Calamities of such awful magnitude as that which recently hung over these provinces are rare, and have been manifested at long intervals of time. We may hope that these provinces may, under Providence, long be spared such a visitation in the future. But at the worst, we must meet famine as we should meet war.

However such events shall again occur in Behar and in northern Bengal, there will be resources available which have been wanting on this last occasion. The Soane Canal, which, though incomplete, has been of great service* already, will be effectively protecting from drought the best part of southern Behar. There will be a railway connecting Patna, the commercial centre and emporium of Behar, with north-east Tirhoot, the chief scene of the late calamity. There is hope that irrigation works on a lesser scale will be securing from misfortune of season those rice plains on the northern borders of Tirhoot and Chumparun and those tracts of Sarun which have most suffered of late. In northern Bengal there will be a railway running through the heart of that territory from the Ganges at the south to the Himalaya on the north, which, had it existed in 1874, would have done much to prevent the famine in that region.

CONCLUSION.

WHATEVER may be the result of the proceedings of which the narrative is now concluded, we must be aware of the futility of mere human efforts for the averting of such a calamity as the famine of 1874; and we must be duly thankful for the mercy of Providence in sparing the lives of so many of our fellow subjects.

The Government of India can judge whether throughout the affairs, which have been described in this report, the officers of all grades working under the Government of Bengal have tried to act up to the terms of the resolution issued by the Governor-General in Council in March 1874, and whether they have striven to "perform the arduous task imposed upon them with the zeal, ability, and self-sacrifice which have always distinguished the servants of the Crown and of the East India Company in times of difficulty and danger."

No language that I can employ will adequately express my sense of the devoted manner in which the Government of Bengal has been served by the body of its officers during this period of extreme trial.

In a separate minute I have made a record of the services of the officers.

In another minute, also, will be set forth the various works for the relief and benefit of the poor undertaken during this crisis by the zemindars and other natives in the lately distressed districts, showing that their conduct has been worthy of their means, fortune, opportunities, and social position.

In recounting these events, the Government of Bengal thankfully remembers its obligations to the Government of the North-Western Provinces for the large staff of highly trained officers and the transport resources; to the Commander-in-Chief of the Army for the well-selected body of military officers, both European and Native; and to the Chief Commissioner of British Burmah for the timely arrival of the grain supplies.

Lastly, the Government of Bengal is gratefully conscious of the considerate guidance, the unvarying support, and the constant encouragement received by it in the fulfilment of its task, from the Governor-General in Council.

RICHARD TEMPLE.

* At page 7 of this paper it was mentioned that irrigation from the unfinished channels of the Soane Canal had saved the crops on 159,000 acres. The amount of food thus secured to the country is reckoned by the Irrigation Department to have been 70,000 tons, valued at £580,000 sterling.

NORTH-WESTERN PROVINCES.

Letter from C. A. Elliott, Esq., Secretary to Government of North-Western Provinces, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, dated 1st January 1875.

In reply to your demi-official letter dated 24th September 1874 and subsequent telegrams, I have the honor to forward reports on the scarcity of 1873-74 in the districts noted in the margin, with a brief narrative of the scarcity so far as it affected these Provinces.

Gorakhpur.
Basti.
Ghazipur.
Mirzapur
Azimgarh.
Benares Divisional
Review.
Jounpur.

Allahabad.
Banda.
Kerwi.
Hamirpur.
Allahabad Divisional
Review.
Jhansi and
Jalaun.

2. The report has been urgently called for, and much delay has occurred in the receipt of the required information from the District Officers. The Lieutenant-Governor has therefore thought it better to submit this communication at once. A further despatch will follow, containing His Honor's remarks on the conduct of the officers who have borne the brunt of the work.

3. The Basti report is necessarily imperfect. The Magistrate, Mr. F. Elliot, under whom all the famine operations were carried on, was allowed to take furlough in October under the promise that he would submit a report before he left India. This promise he was unable to fulfil; but his report is expected soon, and will be forwarded when received.

Narrative of the Scarcity of 1873-74, in the North-Western Provinces.

The rains of 1873 began in the North-Western Provinces more than a fortnight later than usual, were very deficient in quantity, and ended rather earlier than usual. At their close it was reported, especially from the eastern and sub-Himalayan districts, that the ponds and tanks were nearly empty, and this fact, added to the early cessation of the rains and the want of subsequent showers, indicated the probability of an extensive failure of the rice crop, and that the consequence of this, wherever rice is the main crop, would be scarcity and distress. No time was lost in ascertaining the measure of the calamity. On the 7th November a circular order was issued to Commissioners of Divisions, instructing them to demand from Collectors a full general report on the state of the crops in their districts and on the prospects for the coming season. Replies to this circular were received in December and January. It was at once seen that for the Agra, Rohilkhund, and Meerut Divisions there was nothing to fear, and that of the other three plains' divisions that of Benares had suffered most. The Benares report indicated South Mirzapur, Ghazipur, and the northern parts of Basti and Gorakhpur as the parts where severe distress was to be looked for. The extent of distress was, however, uncertain. Everywhere great hopes were built upon the rabi; but the parts where the rice failed most completely are also those where a second crop is usually sown in the fields which are still moist after the rice has been cut, and the ground in which the rice had perished was as hard as iron, so that this second crop could not be sown. As the cold season advanced, it gradually became evident that the districts in which State relief would be necessary were divided into two classes: *first*, those in the east and north-east of the provinces (the sub-Himalayan tract of Basti and Gorakhpur and the east of Ghazipur), which in climate and agricultural conditions more or less resemble the western districts of Bengal; and *second*, the Bundelkhund districts in the south,—Banda, Hamirpur, Jhansi, Jalaun, and Lalitpur,—with the southern portion of Mirzapur, all of which have suffered from a succession of bad years, and where the cultivators and landowners are in a state of chronic distress. In all these tracts the pressure of scarcity began to make itself felt at about the same time. Relief works, for which provision had already been made, were opened in most districts during January and in the beginning of February. In Jhansi and Jalaun they were about a month later. They were of the usual type, being mostly road embankments and other works of the kind on which unskilled labor could be employed.

2. Meanwhile the winter rains were anxiously expected. Every effort was made to supply their place by diligent irrigation, and advances were given by Government to all cultivators who required them to dig wells; but as the drought continued, serious injury to the young crops became inevitable, and towards the end of January the situation became critical. The Christmas rains always make the difference between a good and a poor harvest; and this year, the ground having been less soaked by the rains than usual, the harvest would have been exceptionally poor. To add to the misfortune of the province, a frost such as had not been known for years set in about the middle of January and continued for some days; it did not affect the hardy wheat and barley, but the arhar, peas, and other more delicate crops were completely burnt up by it. At length in the first week of February the long delayed rain fell in moderately heavy showers, and the heavy calamity which seemed to be impending was averted. Though too late to do all the good which it might have done had it fallen at the usual time, it was of incalculable benefit, and through its influence a year of high prices was substituted for a year of famine.

3. The attendance on relief works, however, continued slowly to increase throughout the month. The numbers were greatest in the eastern districts, and as there was by this time little doubt that these were the only districts in which distress would be general and severe, it was thought desirable to obtain a comprehensive view of their condition. Messrs. Simson (Junior Member of the Board) and Carmichael (Commissioner of Benares) and Colonel Davidson, R. E., Superintending Engineer, were accordingly commissioned to make a tour through these districts and report to Government the results of their inspection. Their reports (dated 22nd and 30th March, 1874) showed that in Benares and Azimgarh there was no ground for apprehension, and that in Ghazipur distress was not nearly so widespread as had at one time been feared. Mirzapur the committee were unable to visit. By far the worst districts were Gorakhpur and Basti, and in each of these the northern portion had suffered most severely. Rice is there the main staple, and it entirely failed. The winter crops, which are ordinarily sown for a second harvest after the rice had been reaped, could not be put into the ground on account of the early cessation of the rains. In a tract so extensive, and in which the failure both of the spring and the autumn crops had been so general, it was not to be expected that the rabi harvest would bring much relief. For the last week of March the daily average attendance on relief works was about 30,000 in Gorakhpur and 22,000 in Basti, and there was evidently a steady tendency to increase, which it was probable would continue till the setting in of the rains dispersed the people to field work. Meanwhile other measures of relief were sanctioned. In the Maharajganj Tahsil of Gorakhpur one-half of the rabi revenue kist was remitted, and in Basti the Collector was authorised to propose remission or suspension of revenue where he thought it necessary. Advances were to be made to zemindars and ryots for the purchase of rice seed to the extent, if needful, of a lakh and a half in Gorakhpur and of half a lakh in Basti. The seed was procured from Nipal, sale being permitted by the Darbar to purchasers furnished by the Collector with a certificate, and the total amount of advances in Basti was Rs. 43,209 and in Gorakhpur Rs. 91,471. In Gorakhpur it was apprehended that the northern grain markets in the Maharajganj Tahsil might run short in the rainy season, when importation is difficult. The Collector was therefore empowered to advance money, repayable in a year, without interest, to traders who should guarantee to store grain at specified places, such grain being purchasable by Government at a price fixed so as to cover all the expenses of the trader. The grain stored under these conditions amounted to 90,865 maunds, and though eventually not required by Government, its presence in the district probably had a beneficial action upon prices. To merchants who preferred to import grain for sale at their own discretion, money was to be advanced, repayable without interest in six months, and in this way 10,700 maunds were imported.

4. This estimate of the situation formed by Government in March was confirmed by the event in all but one particular. It was thought probable that the distress would last till the autumn crops (especially the rice) were ripe, and that the relief works

Winter rains.

Inspection of Eastern districts by
Special Famine Commission.

Ultimate extent of distress.

would have to be kept open till then. The unexpected improvement in the spring harvest, however, diminished the distress considerably. The effect of the new supply of food was marked in Ghazipur, where the harvest was decidedly above the average, by a speedy decrease of the numbers employed on relief works, which fell from 3,000 in the end of February to 800 by the middle of April, and in the last week of July the works, which had been kept open for some weeks of the rains in deference to the wishes of the District Officer, were everywhere closed. In Gorakhpur and Basti distress may be said to have reached its highest point in the beginning of April, when the daily numbers on the works averaged 52,000 in the former and 28,000 in the latter district. But even after distress had attained its maximum the numbers on relief works continued steadily to increase. One reason for this was that the rabi outturn, though fairly good on irrigated land, had not been so plentiful in these districts as in Ghazipur, and in the sub-Himalayan rice tracts the area under this crop was very small. By the end of the month there were 91,000 people on the works in Gorakhpur and 84,000 in Basti. But the large and increasing proportion of women and children could not escape notice, and there were considerable doubts as to the extent of the distress which prevailed. On the one hand, it seemed that the relief works might be popular on account of the difficulty of exacting a full day's labor from the crowds who thronged to them and the liberty they enjoyed, and on account of the wages being paid in cash at a time when agricultural labor was very slack and there was nothing else for the people to work at. On the other hand, there was the hypothesis that these works were the sole refuge of a famished and despairing population whose only means of supporting life was by the wages earned on them.

5. Sir John Strachey lost no time after assuming the reins of Government in visiting the distressed districts, in order to form his opinion with the aid of the best local advice. The conclusion he came to was that, on the whole, the former explanation was the correct one, and that there was not really any such severe distress as to deserve the name of a famine. He decided that it was not advisable to close the works, but that efforts should be made to make the relief more distasteful by exacting a larger tale of work, and that the wages should be reduced to the minimum which would provide subsistence for the laborers. Evidence was adduced that the scale had until lately been too high, and that the relief works had attracted sellers not of necessities only but of luxuries. The rates now fixed were on the scale which had been introduced by the Magistrate of Gorakhpur about three weeks previously, the allowance for infants only being lessened by one-half. They were—

For a man	...	...	...	5 Gorakhpuri pice (or one anna).
„ a woman	...	...	...	4 ditto.
„ a child able to work	...	...	...	3 ditto.
„ an infant ..	...	...	...	1 ditto.

Thus the exclusion of all who were not in need of aid was left to be gradually effected by the low rates of wages and the strict demand of a fair day's work from every laborer. The Collectors of both districts were authorized to allow zemindars to indent on the relief works for men, and laborers who refused to accept employment under these requisitions with the promise of full wages were to be turned away from the works. The rates of wages were also to be lowered as soon as should be consistent with safety, but the necessity of such a measure was practically obviated by the early setting in of the rains.

6. There was a further question to be considered—how the people were to be disposed of during the rains? No less than 219,000 men, women, and children were congregated on relief works in the districts of Gorakhpur and Basti in the beginning of May. It was obviously impossible to provide out-of-door employment for these multitudes during the rainy season. One of the chief works was the raising of an embanked road through the centre of a great depression which would be filled with water in the rains; and in other places, though the work itself might not be in a swamp, it would have been difficult to hut the laborers

on high and dry ground, and a serious outbreak of sickness from damp and exposure might be expected. There was, however, every reason to hope that with the coming of the rains the people would, for the most part, disperse to their ploughing and sowing, and the continuance of the relief system would not be necessary. The Lieutenant-Governor (Resolution No. 479 A, dated 16th May 1874) therefore laid down the following general principles for the conduct of relief operations :—

1st.—Able-bodied persons of a class accustomed to labor were to be employed on *bond fide* public works at the ordinary rates of pay.

2nd.—For persons of the above class incapable of labor on public works easy employment was to be found on roads, &c., or in poor-houses. The plan of these poor-houses was identical with that adopted by the Lieutenant-Governor when he was Collector of Moradabad during the scarcity of 1861, and was based mainly on the principles that relief should ordinarily be given in the shape of cooked food and restricted to persons obviously in actual want; that every one should work who was not physically incapable; and that all working paupers should remain the whole day in the poor-house.

3rd.—Gratuitous relief was to be provided for persons incapable of labor; and

4th.—Persons who on account of cast or other feeling or prejudices should refuse to accept relief on the above terms were to receive exceptional treatment.

7. Steps were now taken for gradually introducing this change of system

Closing of relief works.

and for bringing the relief works to a close and dismissing the people engaged on them. Warning was given to the people that it was intended to close the works, and work-houses were established at the head-quarters of Gorakhpur and Basti: at Mithaura and Bansi in the north, and at Kasia in the east. The change was made with even less difficulty than was looked for. Towards the end of May, after a few partial showers, the demand for agricultural labor began to make itself felt in Gorakhpur, and from all the works there set in a steady flow of laborers to the fields. On the 30th May rain fell generally throughout the district, and the numbers in daily attendance on relief works, which had been 89,000 during the last week of the month, sank to 25,000 in the first week of June. The rains had now thoroughly set in, and a few days later the last relief work was closed, and the three work-houses were opened for the destitute who still claimed assistance. In Basti the number of laborers went on increasing to 127,000 daily in the last week of May. About this time wages were reduced by one-fourth, the rains began early in June, and by the 22nd of the month the last relief work was closed. In each district the work-houses opened with about 800 inmates.

8. These events completely justified the conclusions arrived at by Sir

General conclusions.

John Strachey on visiting the locality, and they deserve special and prominent record on account of the importance of their bearing on the treatment of future famines. It appears probable that in a slack season of the year the opening of Government relief works would always attract great crowds of laborers. In a season of considerable pressure, but not of absolute famine, the relief works in Gorakhpur and Basti were for some weeks daily thronged by more than 200,000 men, women and children, who found an attraction in the light work, in the liberty of going at night to their houses after attending a sort of vast picnic during the day, and the wages earned at a time when ordinarily they had no employment in the fields and had to live on their harvest savings. But when the wages were cut down to a mere subsistence allowance, when a full day's labor was insisted on, and when the liberty of living at their homes was threatened, these immense crowds melted away as rapidly as they had collected, and it was found that there was hardly any one who really stood in need of relief.

9. For the southern districts the history of the scarcity may be more

Distress in the southern districts,
South Mirzapur.

briefly told. Here distress was due, not, as in the eastern districts, to the failure of a single staple, but to the fact that a series of bad seasons was followed by the indifferent autumn harvest of 1873. In South Mirzapur and in Jhansi relief works had been found necessary in 1872-73. In Hamirpur and Banda, and indeed throughout Bundelkhand generally, the spread of *kans* grass has of late years checked

cultivation and impoverished the people. Throughout a great part of these districts the country is wild and hilly, and the population poor and sparse. This is especially the case in South Mirzapur, where distress made its appearance in the plateau between the valleys of the Son and Ganges as early as the beginning of December, and attained its maximum about the middle of January, when for some time nearly 3,000 people were daily employed on relief works; but the outturn of the rabi harvest in this tract was so good that by the middle of March there remained only one work with about 300 laborers, and this closed in the middle of June. Among the hills to the south of the Son, in the Government estate of Dudhi, and the Court of Wards' estate of Agori-Barhar, the effect of the spring harvest was less marked. Various measures of relief were adopted; advances were made to cultivators and to zemindars who undertook to employ labor; grain was imported and stored, and a number of small relief works were opened, to which the wild and timid people of Dudhi were at first hardly persuaded to come. Their only other means of escape from famine was emigration to Sirguja, but as the season wore on they gained confidence or were driven to the works by want, and the number of laborers gradually rose to 1,300 at the end of May. This was the maximum. On the setting in of the rains the people found employment in the fields, and all works were closed by the third week of June.

10. In Banda, Hamirpur, Jhansi and Jalaun distress did not manifest itself so soon. Relief works were opened in Banda, Hamirpur, Jhansi and Jalaun. in the end of January, in Hamirpur in the beginning of February, in Jhansi in the beginning of March, and in Jalaun not till April; but as they lay in districts more populous than South Mirzapur, they were more numerous attended. The maximum daily average in Banda was between 7,000 and 8,000 early in March, in Hamirpur about 2,500 at the end of May, and in Jhansi and Jalaun respectively 1,000 and 180 during May. The Jalaun relief works and all the Banda works but one ceased as soon as the rains began; this one and the Jhansi relief works came to an end in the second week of July, and the last works in Hamirpur were closed by the 20th July.

11. The work-house system which was to be substituted for relief works during the rains in Gorakhpur and Basti has already been described. The same system was introduced into Banda and Hamirpur. In Gorakhpur the number of paupers in the three work-houses reached its maximum (a little over 1,500) in the end of July; it remained at about 1,000 during August, rapidly declined after the end of the month, and before the end of September all three work-houses were closed. In Basti the average during August was 1,800, and during the greater part of September about 1,200; October opened with about 550, and by the 21st of the month all work-houses were closed. In Hamirpur the numbers in the work-houses rose from 600 to 730 during August and September, but began to fall off in October, and by the end of the month all State relief had come to a close. In Banda the work-houses opened with nearly 1,000 inmates, and the numbers gradually decreased to less than 100 by the middle of August. On the 17th of October all work-houses were closed.

12. During the entire period of scarcity prices may be said to have followed their own course. The dearthness of grain in the eastern districts during the last three months of 1873 was probably due in part to export to Bengal, but before the beginning of 1874 this had wholly ceased. In Gorakhpur and Basti the rabi grains—wheat, barley, and gram—were at first even somewhat cheaper than they had been in the same months (October—February) of the previous year; but the deficiency of the rabi outturn reversed the case from March to June. The previous year, however, was itself an unfavorable agricultural season, and does not afford a fair standard of comparison. In an ordinarily good year, between October and June, a rupee will purchase not less than sixteen seers of wheat, and for the greater part of the time not less than twenty seers. In 1874, in March and April, after the spring harvest had come into the market, fourteen or fifteen seers was the cheapest rate for wheat. The prices of barley and gram were higher than usual in a considerably greater degree. All these grains were

outturn of March and April immediately brought prices down to about their normal level. In the case of rice, which is an autumn crop, there was of course no such fresh supply. The price in Ghazipur between November and June varied from eleven to twelve seers the rupee. In Gorakhpur the price rose to eleven seers in February and to ten and a half from April to June; in Basti it was nine seers during February and March, and eight seers and three-quarters from April to June. In an ordinary year a rupee will buy nineteen or twenty seers from October to March, and not less than sixteen from April to June. The range of prices in the other distressed districts was less remarkable. Grain of all kinds was more or less dearer than usual, but in general prices did not reach the famine limit, and the pressure of distress was, as already explained, due rather to the impoverishment produced by previous unfavorable seasons than to the deficient harvests of 1873-74.

18. In the beginning of February the execution of all relief works was made over to the Public Works Department of Government. By that Department a Resolution was published on 10th February for the determination of rates of wages on the following principles: The daily wages given were to be sufficient to purchase

	Adult man.	Child above 10.	Child 10 and under.
	oz.	oz.	oz.
Flour	16	12	8
Vegetables	4	2	2

a certain quantity of food, which was fixed according to the scale shown in the margin. It was calculated that in the district of Gorakhpur wages on the above scale would be six Gorakhpuri pice (or $1\frac{1}{2}$ anna) for a man, three for a woman, and two for a child. For the other districts the wages were left to be fixed by the Magistrate in accordance with the food standard prescribed. The maximum daily rates were $1\frac{1}{2}$ anna for a man, 1 anna for a woman, and $\frac{1}{2}$ anna for a child. If it should happen (which was not expected and did not in fact take place) that the daily quantity of food which these rates could purchase fell short of the standard, orders were to be required of Government. To the scale laid down by this resolution, wages paid in all districts gradually adjusted themselves. The rates at first paid in Gorakhpur and Basti were in Gorakhpuri pice of five to the anna—

<i>Man.</i>	<i>Woman.</i>	<i>Child.</i>	<i>Infant.</i>
6	4	3	3

and in Ghazipur, were four pice equal one anna,

<i>Man.</i>	<i>Woman.</i>	<i>Child.</i>	<i>Infant.</i>
7	5	3	0

and in the end of February they were reduced to—

<i>Man.</i>	<i>Woman.</i>	<i>Child.</i>	<i>Infant.</i>
6	4	3	0

In Banda, on the 1st April, the rates were—

<i>Man.</i>	<i>Woman.</i>	<i>Child.</i>	<i>Infant.</i>
4	3	2	1

About the middle of April the Collector of Gorakhpur found it possible to reduce the wages of a man to five pice, or one anna, and the allowance for non-laboring children to two pice. This change was ordered by Government to be introduced in Basti also, and the Ghazipur rates were to be brought down to the same scale. In the beginning of May the Ghazipur rates were reduced by the Lieutenant-Governor to four, three, and two pice, and on the 12th in Gorakhpur the allowance for infants was cut down to one pice, the rate which had already prevailed for some time in Basti. Towards the end of the month the Ghazipur rates were adopted in Basti, and the change, as has already been related, was followed by the speedy dispersion of the crowds assembled on relief works.

Expenditure on relief work.

Mirzapur	...	Rs. 10,000
Basti	...	20,000
Gorakhpur	...	20,000
Ghazipur	...	10,000
Banda	...	10,000
TOTAL	...	70,000
Gorakhpur at half a lakh per mensem for six months	...	Rs. 3,00,000
Basti ditto	...	3,00,000
Ghazipur	...	4,000
Mirzapur	...	3,000
Banda	...	15,000
Hamirpur	...	3,000
Jalaun and Jhansi	...	5,000
Unallotted specially to any district	...	20,000
TOTAL	...	6,50,000

14. On making over the execution of relief works to the Public Works Department in February, sanction was given to an expenditure of Rs. 70,000, as detailed in the margin. Towards the end of March the grants for Gorakhpur and Banda were each increased by Rs. 10,000, a grant of Rs. 10,000 was made for Jhansi, and Rs. 10,000 more were placed at the disposal of the Public Works Department for expenditure as should be judged necessary. On the 20th of April the sums shown on the margin were sanctioned in addition to former grants, and on the 17th of June a final grant of Rs. 4,93,000 was assigned to Gorakhpur and Basti. The accounts have not yet been closed, but the district reports which are printed with this state the expenditure as follows:—

						Relief works and other expenditure chargeable to the State.	Expenditure on poor-houses, &c., met from the charitable relief fund.
						Rs.	Rs.
Gorakhpur	...	...	...	...	..	3,40,195	10,894
Basti	...	...	...	...	...	4,28,557	9,637
Ghazipur	...	...	...	...	..	13,116	6,900
Mirzapur	...	...	...	...	...	46,289	...
Banda	...	...	...	...	...	13,249	6,026
Hamirpur	...	...	...	...	..	9,145	6,221
Jalaun	...	...	...	...	...	6,893	...
Jhansi	...	...	...	...	...	925	295
TOTAL						8,58,319	37,973

15. The relief works were intended for the support of the able-bodied poor. The North-West Government adhered to the rule laid down in the famine of 1868, that the duty of Government is to provide work for those who can and will work, but that the relief of those who are unable to work is a matter which devolves properly on private charity, in which the State should assist, but should not bear the whole burden. Accordingly, as on former occasions, a Central Relief Committee was formed and the subscriptions of the public invited, an equal sum to that subscribed being contributed by Government. The amount thus collected was Rs. 63,988, but the contribution from public funds was no more than Rs. 13,037, for the favorable turn taken after the rains of February reduced the task of the Committee, and the demand for assistance made upon them, far below the original expectations; and, speaking generally, it may be said that the offer of labor on the roads and in work-houses almost met all the requirements of the case. The Committee's report is printed as an appendix; it will be seen that the sums shown in it as expenditure from the charitable relief fund differ somewhat from those shown in the district reports, which are of later date.

16. The above remarks contain all that His Honor considers it necessary to say of the scarcity of 1873-74 regarded from a provincial point of view. The district reports, especially that of Gorakhpur, comprise all the detailed information that can be required, and the following paragraphs sum up briefly what was done in each district:—

Mr. Lumsden's report gives a very full and clear account of the condition of the district, the causes of the distress, and the range of prices. Common rice, which is the staple food of the northern part of the district, stood at 10 or 11 seers from January to August, but no other grain was sold at what may be called famine prices; barley never fell below 13 seers, nor gram, except for a short interval, below 14. Relief works were opened at the end of January and in February,—(1) in the northern or Maharajganj Tahsil, where the main crop is rice, and which had

therefore suffered most severely; (2) in and about the city; (3) in the south-west part of the district, on the great embankment known as the Tuckerbund. On the first of these works the numbers averaged about 12,000 in March, 40,000 in April, and 41,000 in May. In the works round the city the numbers never much exceeded 7,000. At the Tuckerbund and another work near it 7,300 were employed in March, 16,500 in April, and over 19,000 in May. The average number in May on all the works was 78,000, and the maximum reached in that month was 89,000. Early in June these great masses melted away rapidly on the first appearance of the rains, and the works were all closed by the middle of the month, having cost altogether Rs. 3,20,444. Three workhouses took their place: one was established in the city, where was the greatest collection of permanent poor; one in the north, where distress was severest; and one in the east at Kasia; both the latter were but little used. The average at Gorakhpur never exceeded 1,000, and hardly rose above 200 at the other two places. The workhouses were closed in September, the total expenditure on them having been Rs. 7,353. Besides this Rs. 5,865 were expended from private subscriptions on poor-houses established earlier in the year and superseded by the workhouses, and Rs. 513 in relief to "pardah-nashin" women; Rs. 4,700 was the cost of keeping up hospitals for the poor-house and workhouse sick; Rs. 91,471 were given as advances for purchasing rice for seed grain. Altogether the cost of the relief works of all sorts was to Government Rs. 3,40,195, and the sum of Rs. 10,894 was further expended from the funds of the Charitable Relief Committee.

17. In Basti the first relief work—the road from Basti to Bansi—was opened on the 22nd January. Throughout February the numbers averaged about 5,000 a day; in March they were over 8,000; by the end of April they rose to nearly 35,000, and they stood at about this figure through May. In June they rapidly fell to 6,500. The next work opened was the road from Basti to Minhdawal undertaken at the end of February. The numbers in March were about 5,000 a day, in April they rose to 35,000, in May to 50,000, and in June they fell suddenly to 7,000. The Domariaganj road was begun in March, and in May it employed 30,000 laborers. The Basti-Faizabad road was taken up in May, and during that month the numbers averaged 7,000. On the road from Basti to Nepal no less than 30,000 people were employed throughout May. The rapidity of the dispersion of the people is shown by this fact, that while the number on all the works in the last week of May were 127,000, in the third week of the June they were 25,000. The total cost of these works was Rs. 4,28,557. The two workhouses were opened in June and closed in October, and their total cost was Rs. 9,637. The necessarily imperfect report sent up from this district does not show the average daily number of inmates.

*18. The Collector's report gives an interesting but rather highly colored account of the difficulties he had to encounter in his district, its over-population, and the chronic struggle of its laboring poor for bread. The rice crop, the failure of which was almost universal, is estimated to cover about one-seventh of the cultivated area of the whole district, and this failure came on the top of a series of bad seasons. The price of wheat stood at about 10½ seers in October 1873, barley and gram at 14 and 15 seers, and they remained low till the rabi harvest came in. Several relief works were opened early in February, and employed about 2,000 persons a day in that month and March, but with the reaping of the harvest the numbers fell to less than 1,000, and they were finally closed in July, having cost Rs. 13,116. No regular poor-house was established, but an existing one supported by the Municipality at Ghazipur was enlarged, and much gratuitous relief was distributed in grain and cash throughout the district. The cost of this was about Rs. 6,900 up to the end of October 1874.

19. In the south of Mirzapur (Robertsganj and Dudhi) wheat stood in October and November at about 12 to 14 seers, barley at 14 to 16, and rice at 11 to 12. With the end of March and the harvest gathered, all grains rose to an easier level except rice, which remained almost as dear till August. A great number of small relief works were set on foot in December and January, the population being too scattered and small to congregate anywhere in large numbers. The

average daily attendance was between 2,000 and 3,000 in January, but fell off rapidly after the 15th March, and the works were closed on the 21st of June. The total expenditure was Rs. 25,136. Besides this, Rs. 21,103 were expended in advances to zemindars and cultivators for seed grain and food, and to banias to help them to buy grain. Much of this has since been repaid, and almost all is recoverable.

20. The rains ended in Banda on the 9th September, but no severe distress was felt till the beginning of February. Prices were not high then, for barley never fell below 16 seers, or gram below 20 seers per rupee, but the cessation of hired employment in the fields threw many of the poorer classes out of work. Three relief works were opened in February; the maximum attendance was in March, when the numbers rose to above 7,000 a day; they diminished greatly when the rabi harvest set in, and the works were closed by the end of June. Besides these works, 21 poor-houses were opened, the earliest of which were started in February. At these about 1,000 persons received daily relief in April (the maximum, 1,700, being reached in the first week of that month): the numbers diminished rapidly after the rains set in, and the poor-houses were closed in October. The total expenditure on public works was Rs. 13,249; on poor-houses Rs. 6,026.

21. At Hamirpur signs of distress were observed earlier. The price of wheat never fell below 13½ seers, or gram below 18 seers per rupee. In December and January two works were set in hand in order to provide relief; later on the number was raised to ten. They were all closed by the 20th July; the average number of persons employed was 1,100, and the highest number was about 2,500, in the last week of May. Six poor-houses were also opened, the average attendance at which was 431, and the last was closed on the 31st October. The total cost of the relief works was Rs. 9,145, and of the poor-houses Rs. 6,221.

22. In Jalaun there was really no distress to speak of: one relief work was opened, more as a precaution than as a necessity, and only about 180 persons resorted to it: no poor-house was started. Jhansi, however, has long been in a semi-pauperised condition, and though prices were fairly low and the prospects of the rabi good, there was a considerable amount of general, but not acute, distress in the eastern part of the district. Relief works were opened in March and closed on 14th July; the average attendance was about 1,000 persons, and the total expenditure was Rs. 6,983. Poor-houses also were opened in several places, but were very little resorted to—not more than 50 persons a day being relieved at any time: the cost of this was only Rs. 295.

From the Secretary to Government, North-Western Provinces, to the Secretary to Government of India, Department of Revenue, Agriculture and Commerce,—No. 4, dated 11th January 1875.

In continuation of my letter No. 1, dated 1st January 1875, I am desired to forward the following remarks on the conduct of the Civil Officers engaged in famine relief operations in the North-Western Provinces in 1874.

2. The chief brunt of the work fell on the Magistrates of Gorakhpur and Basti, Messrs. Lumsden and Elliot. Both these officers—and especially Mr. Lumsden—showed energy and zeal in devising and setting on foot measures for the relief of the distressed, ability and local knowledge in placing before Government the true condition of the country, and discretion in perceiving when the distress had passed away and the time for contracting the operations had come. The Lieutenant-Governor thinks that Mr. Lumsden deserves the high commendation of the Government for the excellent services which he has rendered. Among their Assistants, Messrs. Stoker and Thomson of the Civil Service, and Mr. Mills, Inspector of Police, deserve special notice.

3. Among the officers on the Public Works establishment who supervised and carried out the relief works in these districts, the Chief Engineer singles out Lieutenant-Colonel E. Davidson, R. E., Superintending Engineer, Captain Beauchamp, R. E., and Mr. Sub-Engineer Peart, for special commendation.

* The maximum price of wheat was 14½ seers; of grain 5½ seers per rupee

4. Syud Ahmad Khan, Bahadur, c. s. i., readily responded to the call of Government, and gave very useful help in establishing a system of workhouses on the same principle which was adopted in Moradabad in the famine of 1861.

5. The arrangements made by Mr. C. Robertson, Magistrate of Mirzapur, for meeting the wants of the wild and difficult region in the south of his district, were all that the Lieutenant-Governor could desire.

6. Mr. Oldham, the Magistrate of Ghazipur; Mr. Wall, the Magistrate of Banda, with his Assistants, Messrs. Knox and Hardy; and Mr. Kaye, Magistrate of Hamirpur, showed great devotion and zeal in superintending the works and relieving distress in those districts.

7. All these officers have received the thanks of the Lieutenant-Governor for their services.

Letter from E. Stacle, Esq., for Secretary to Government, North-Western Provinces, to the Secretary to Government of India, Department of Revenue, Agriculture and Commerce, No. 9, dated Allahabad, the 29th January 1875.

I HAVE the honour to forward Mr. Elliot's report on the scarcity of 1873-74 in Basti, as promised in the last paragraph of my letter No. 1 of 1st instant.

*Report of the Operations for the Relief of Scarcity in the Basti District
in 1874.*

TOWARDS the middle of August 1873, the scantiness of the rainfall began to occasion apprehensions of a failure of the
Drought. kharif crops and of consequent distress.

The preceding year 1872-73 had been one of average prosperity, but its abundance had not been such as to enable the district to fully recover from the depression caused
Previous seasons. by the losses of the two previous years. These had been most unfortunate; excessive rain had damaged the crops, and much of what escaped had been swept away by heavy floods. Even 1872-73 was not free from all calamity. In March of that year a severe hail-storm had more or less devastated the crops of 900 villages lying within a strip extending from east to west across the entire breadth of the district. No remission of revenue had been proposed or ordered on this account, for it was found that the revenue could be collected without much pressure, notwithstanding the losses incurred by the destruction of the crops. But there was at that time no reason to anticipate further misfortune. It was evident that another bad year following upon such a series of disasters, relieved only by a single gleam of moderate prosperity, would try the resources of the people to the utmost. Later on these fears were fully verified. So complete a failure of the rains had not taken place since the district was first established (1865). The following table gives the mean fall at the five tahsils during the last seven years:—

Comparative Table of Rainfall.

1866-67.	1867-68	1868-69.	1869 70	1870-71.	1871-72.	1872-73.
39 9	53 0	32 6	52 9	58 6	71 5	60 5

This year no station, up to January, showed more than 28·2, and the mean was 23·7. Even in 1868 the mean up to the same date was 32·3.

The outturn of the early rice was everywhere much below the average, the later rice failed completely, the inferior crops, though fair in some localities, were on the whole short of the full standard. In addition to this the hardened soil could not be properly prepared to receive the "rabi."

Tanks, hollows, and pools, in ordinary seasons reservoirs of water, were dry: sowings were only possible on lands that could be irrigated from wells, and even in these the seed did not always germinate, or sprouted only to wither away for want of moisture.

Poor prospects of rabi crops.

This state of things was noticed in the annual revenue administration report of the district, and early in October Government took measures to keep itself informed by periodical reports and telegrams of the condition and prospects of the district. Till January, however, prices, though high and rising, had not reached such a pitch as to give cause for serious alarm; nor did Mr. Wigram, who relieved me on the 3rd December, or I, feel that as yet there was any general distress. All depended upon the "rabi," which, though restricted in area, continued, in spite of drought and hurtful west winds, to thrive beyond expectation.

In December a storm of rain revived the wheat and barley most opportunely. On the other hand, a touch of frost somewhat damaged the peas and arhar.

Rain in December.

On the 2nd January 1874. Mr Wigram summed up the situation concisely and comprehensively in his general report, No. 2A., of that date, the main points of which are as follows :—

Mr. Wigram's report.

He divided the district into three tracts, A, B, and C, extending from west to east across the district. The first of these lies between the Nepalese frontier and the river Rapti, the second between the Rapti and the Koano, and the third between the Koano and the Gogra, which bounds Basti on the south. In A and B, the most northern of these two, the country is swampy and abounds in jhils, and the greater part of it is ordinarily more or less under water for nearly half the year. These characteristics are most marked in A, which extends to within 20 miles of the foot of the Himalayas, and is intersected by numerous hill streams. In both tracts the staple product is rice; of this there are two crops: 1st, the "Usahan" or "Bhadai," sown early in the rains on comparatively high lands and in places cut soon enough to be followed by wheat on the same land; 2ndly, the "Jarhan" or transplanted rice, known also as "Aghani," much the most valuable of the two: this is planted out later, can hardly have too much water, and is cut in October-November. Tract C is less dependent upon the rice crop, and produces a considerable amount of wheat and barley.

Staple product rice of two kinds.

The outturn of the early rice was estimated to vary on a favourable computation from one-half to three-fourths of an average yield.

Early rice poor.

The "Jarhan" had been saved only around the edges of pools, and for purposes of food had been completely lost.

Later rice lost.

The other "kharif" crops are kodo, kakun, sanwa, mirwa, maize, sugarcane, urad, mung, masur, and mothi. In some quarters, these, especially kodo, had yielded unusually good returns, but taken as a whole the outturn did not reach the average. A large proportion of the kodo was found to produce intoxicating effects, and was therefore useless as food. An attempt was made to investigate the reasons and causes of this peculiarity, which is commonly known among the natives, by whom the name "matona" is given to the intoxicating grain: but with no success.

Minor crops below average.

The area under "rabi" was estimated to vary from one-fourth to three-fourths of its ordinary extent. The prospects of the crop have already been stated. They were still hopeful, but extremely critical. Useful tables will be found in Mr. Wigram's administration report showing for each pargana, in each tract, the area in acres, the agricultural and non-agricultural population, and the proportional yield of the autumn and spring crops. It would unnecessarily lengthen this memorandum to reproduce these tables here. The original can easily be referred to.

Estimated area under rabi.

They show the important fact that about 80 per cent. of the population is agricultural, and to this may be added another, that the bulk of the people live mainly upon rice. Wheat is ordinarily consumed only by the higher classes. The scarcity was necessarily worst in tract A, somewhat less in tract B, and hardly, if at all, felt in tract C. Subsequent experience proved that for all practical purposes the metalled road traversing the district from Gorakhpur on the east to Faizabad on the west, afforded a sufficiently accurate dividing line, the scarcity being confined to the country lying north of it.

Under these circumstances, nearly every crop having failed more or less, it seemed reasonable to expect widespread distress. Distress not so great as might be supposed. if not actual famine. As it turned out, however, there was no approach to the latter at any time, and the distress was much less severe and general than might have been supposed.

The explanation of this is that the quantity of grain produced is generally much in excess of local requirements. Immense quantities of rice are usually sent down the rivers to Bengal. But during the year under report export was observed to be greatly restricted in that portion of the district suffering from scarcity. Landholders, partly from caution, foreseeing the necessity of providing for the wants of their families and dependents, partly with an eye to greater gains when prices should have risen still further, stored their grain instead of sending it to market. There is no doubt, that there were large hoards in every part of the district. The food resources of the country were further augmented in some degree by import, never great, but in this year continued from the west up to the end of April. Again, the general character of the settlement is light, except in Pargana Amorha, Tahsil Captain-ganj, and there only 34 villages were reported as being especially badly off. The November instalment of the Government demand was realized without much difficulty, the balances being much smaller than was expected.

The agricultural portion of the community, a large percentage, as has been stated, was thus in no imminent danger of starvation. There remained, however, 310,500 persons, or about 20 per cent. of the whole population, who were not in any sense agriculturists, nor were all those who might be classed as agricultural wholly so. The failure of the crops lessened the demand for labour to cut them, to convey the grain to market, to store it, to load it on boats, and the ordinary small outlays of well-to-do men on building, repairs, &c., were all curtailed. There was in short a dearth of labour and the means of buying food, rather than of food itself. There was therefore reason to anticipate considerable distress, especially among unskilled labourers, and for these Mr. Wigram recommended that work should be provided without delay. The most suitable seemed to be earth-work. The country was in almost every direction impassable during the rainy season for want of raised roads, especially in the northern portion of the district, where the distress would be greatest, and the work fulfilled the requirement of being such as could be done by any able-bodied pauper. It is probable, however, that the enormous expenditure and totally inadequate returns which would result from this form of relief were not foreseen. Mr. Wigram, in fact, estimated his total requirements at something less than Rs. 50,000.

Towards the middle of January matters became decidedly worse: frost attacked the peas and arhar, the wells began to run dry, the dew ceased, no rain fell, and strong west winds threatened to utterly dry up the crops, till then still healthy. Prices rose considerably: wheat was at 13 seers 10 chittacks; barley at 15 seers; rice of the common sort at 11 seers, the normal price at the season being 15, 17, and 19 seers for the rupee.

Mr. Wigram's proposals were sanctioned early in February, but the first relief work opened on the 22nd January. Details of the organization of these will be given further on. They lasted till the end of June, and relieved a daily average of 71,535 persons, at a total cost of Rs. 4,28,494, paid by the State from a special grant.

The means of livelihood thus afforded to the able-bodied poor were supplemented by the institution of poor-houses for the support of infirm paupers. These were maintained from charitable funds raised in the first instance by local private subscription, but subsequently by contributions from the Central Famine Relief Committee at Allahabad. Small advances were also made at an early stage to tahsildars and police officers, in order that any cases of destitution which might come to notice might be promptly attended to, and the sufferers fed and forwarded to the nearest poor-house. The system adopted in the Basti poor-houses was from the beginning that of in-door relief:

there was no indiscriminate distribution of food to all who asked for it. None but the helpless and feeble were admitted, and it was made a condition that those relieved should reside in the poor-houses. These consisted of rows of sheds having thatched roofs on timber posts and frame-work with mat walls. The Civil Surgeon, Mr. T. M. Sullivan, as Honorary Secretary of the Local Relief Fund Committee, undertook the organization of these institutions, and they remained under his immediate management to the last. In order to secure the services of the subordinate medical officers, they were all (except at Domariaganj and Intwa) situated close to the dispensaries. In all there were five from first to last: the first at head-quarters, the second at Bansi, the third at Minhdawal, the fourth at Domariaganj, under the eye of the tahsildar, and one, a branch of this last, at Intwa, at the opposite extremity of the same relief works. Cooked food was distributed twice a day. The diet-roll comprised three scales, as noted in

DIET TABLE.								
	Atta.	Rice.	Dal.	Salt.	Spices	Oil.	Milk	Sugar.
	Chks.	Chks.	Chks.	Chks.	Grs.	Drs.	Chks.	Chks.
<i>Adults—</i>								
1. Atta diet	12		2	$\frac{1}{8}$	30	$\frac{1}{2}$	...	...
2. Rice do.	...	10	2	$\frac{1}{8}$	30	$\frac{1}{2}$	...	...
3. Milk do. ...	...	8	...	...	...	...	16	1
<i>Juveniles—</i>								
1. Atta diet ..	8	...	2	$\frac{1}{8}$	30	$\frac{1}{2}$	...	...
2. Rice do. ..	...	6	2	$\frac{1}{8}$	30	$\frac{1}{2}$	...	...
3. Milk do. ...	...	6	...	...	...	...	8	$\frac{1}{2}$

the margin: the first or atta scale was for those who could bear substantial food; the second or rice scale was given to those whose weaker condition required a more digestible diet; the third, a milk scale, was used in the case of half-starved and emaciated paupers on first admission. Lepers were accommodated in se-

parated sheds, as also paupers suffering from contagious diseases. The establishment was limited, and consisted of a kahar, sweeper, and cook on the wages marginally noted. The services of Brahmin paupers were also utilized in the cook-house. It may be worth mention that all Hindus will not eat food cooked even by Brahmins; some, and these by no means of the highest caste, notably the Saithwars, will only eat food cooked by persons of their own caste, except of course under pressure of extreme starvation. Several instances came to my notice. More than one of the miserable wretches, a few of whom were to be seen on every relief work, declined to accept the gratuitous relief obtainable at the poor-houses, although assured that the food was prepared exclusively by Brahmins. This was not a mere pretence. I satisfied myself by further inquiry that the objection raised was based on (possibly local) custom. As far as possible the paupers were prevented from begging outside the poor-houses, and latterly an attempt was made to give them some work, such as spinning and rope-making. The numbers were, in consequence of adherence to this system, never large. The total number relieved was 32,453, at a cost of Rs. 2,485-9-1.

	Per mensem.		
	Rs.	A.	P.
Kahar	3	0	0
Sweeper	3	8	0
Cook	4	0	0

In March the Travelling Famine Commission visited the district, inspected the works in progress, and deliberated upon the further measures which appeared to be necessary.

The principal results arrived at were the following:—

(1). That no importation of food-grains was called for. This conclusion, which was in accordance with the opinions of the district officers expressed in report to Government, was completely borne out by events. The southern portion of the district exported grain eastward to some extent during the height of the scarcity, and a considerable amount was stored for the use of Gorakhpur under agreement with Government even in the northern parganas.

(2). That the circumstances were not such as to require any definite or immediate remission of the Government demand. It was, however, left to the discretion of the Collector to submit proposals of this nature thereafter if it should prove to be desirable, and the principles by which he should be guided were defined. No such proposals were submitted. All the tahsildars agreed in representing that if allowed to manage the matter their own way, they would in all probability succeed in realizing the revenue without much pressure by the end of the year, but that if definite orders of suspension or remission were passed in a single case, their best efforts would be unavailing. Even as it was, the result of compliance with the orders of Government, conveyed in paragraph 7 of G. O. No. 35A., dated 9th February 1874, to the effect that no pressure should be used to realize the January instalment, was a general belief that measures of this nature were in contemplation, and a consequent general determination to withhold payment as long as possible. At the end of March 1874, the outstanding balances amounted to Rs. 79,576-12-10.

At the end of September 1874, they stood as marginally noted; of this Rs. 3,219-11-8 have been since collected, and the remainder is in course of liquidation. The large balances in the Basti tahsil are due to the disorganization into which the tahsil had fallen under the late tahsildar, Har Parshad,* one of the most hopelessly inefficient officers I have ever had to deal with. The time of the new tahsildar, Sheo Ram, a

		Rs.	A.	P.
Tahsildar, Basti	...	6,067	15	5
" Bansi	...	255	9	1
" Haraia	...	824	12	9
" Khalilabad	..	82	3	0
" Domariaganj	..	1,175	2	5
Total	...	8,405	10	8

very capable man, was much occupied by the supervision of the work-house at head-quarters, and it was not till towards the close of the revenue year, when this became a lighter task, that he could give his full attention to the realization of the balances left by his predecessor.

(3). That it was necessary to make advances to cultivators for the purchase of seed-rice. The Collector was authorized to make such advances up to half a lakh of rupees upon the following terms: namely, repayment within two years, interest at the rate of 6 per cent. per annum. After the expiry of one year, hypothecation of landed property as security for repayment. Although these orders were fully published, it was not till the close of April that applications began to be received in any number. Landholders were reluctant to pledge their property fearing to be unable to repay the advance within the stated period, and so to lose it. Those living in the vicinity of the Nepalese Tarai, and especially those possessing land on both sides of the border, had great facilities for supplying themselves. The veto placed upon export from Nepal in the early part of the year, at no time very effectual, was relaxed in April in favour of seed-purchasers, who were to be provided with passes signed by British officials. Not a single pass was asked for except by Mr. Jones, manager of the Newra grant, yet all were supplied with seed; indeed the drain upon the Tarai was so great that the Nepalese Government found it necessary to intimate that rice would no longer be allowed to leave the country except in exchange for wheat or barley.

* Since transferred to Ghazipur.

In the meanwhile the prospects of the district had improved considerably. Improved prospects towards close of January. Towards the end of January the character of the weather became moist and favourable. On the 23rd there was a light but general and very beneficial rain-storm. This saved the crops. The wheat and barley revived, prices improved, and the numbers on the relief works fell from 15,000 to 9,000. Mr. Wigram, writing on 9th February, noted that there were then no actually starving people on the roads, and that many who came returned home on finding that they would have to work for their money. Again, on 15th March, he stated that there were not more than nine or ten really emaciated persons wholly unfit for labour to be seen on the relief works at that time. The number subsequently increased enormously, but there is, in my opinion, no reason to believe that the increase was ever an accurate indication of a corresponding increase of distress. The

Rabi outturn.

rabi eventually turned out excellently, and, except in respect of the limited area sown, was above the average; as it was it gave the people heart and saved the district from famine.

Early in April I relieved Mr. Wigram. There were then five relief works

- RELIEF WORKS.
 1.—Bansi Road—Basti end.
 2.—Bansi Road—Bansi end.
 3.—Bansi to Nepal Road (Naugar works.)
 4.—Minhdawal Road.
 Domariaganj Road.

in progress, as noted in the margin. These had been chosen, in consultation with the Superintending Engineer, as affording relief where it was most needed, and being at the same time important lines of communication. All district work requiring skilled labour was held over with the sole

exception of the Koano bridge on the road to Faizabad.

The rules laid down in G. O., P. W. D., No. 118½A., dated 2nd February 1874, were strictly followed. The labourers were

System.

divided into gangs of 50 each, under mates, one to each gang; to each gang a Public Works muharrir was attached. Tickets were distributed in the morning, and pice paid out in the evening. But it was plain from the beginning that it would be dangerous to place the distribution of the tickets and the payment of the pice in the same hands. The employment of the regular tahsil

Checks.

establishment was found to interfere seriously with the discharge of the ordinary routine duties, and accordingly extra tahsil muharrirs, equal in number to the Public Works staff, were entertained. The duties of the Public Works staff were to arrange the gangs, distribute and recover the tickets. Those of the tahsil establishment were to provide and pay away the pice and to keep the accounts. The muharrirs worked in pairs,—the tahsil muharrir being present during the issue of the tickets, while, on the other hand, the Public Works muharrir was present during the payment of the labourers. Thus one set of men acted as a check upon the other, and fraud was possible only when the two combined. The tahsildar or his naib was always on the spot, ready to supply any want, and maintained a constant supervision over their own subordinates. A Public Works Supervisor was posted to each relief work (except the Belwa embankment), to look after the Public Works staff and attend to all professional matters. Mr. Thomson, Assistant Collector, had general administrative charge of the Minhdawal Road relief works on the east until the end of April, when ill-health compelled him to take three months' leave. On the west Mr. Muir, Assistant Collector, similarly superintended the relief work at Domariaganj. The central and north-eastern work on the Bansi Road, and between Naugar and Uska, were at first under my own immediate care. When those at the Basti end of the Bansi Road ceased on the transfer of the labourers to Belwa, and those at Domariaganj closed, Mr. Muir took charge of the two remaining works in the northern part of the district. Mr. Thomson, as no other officer could be spared, was replaced by Inspector Shaw. The Belwa embankment was begun and carried on for some time under the eye of Mr. Tait, District Engineer, until his health also gave way, when he was obliged to return to the station.

Although the efficiency of the system miscarried occasionally through carelessness and inattention to orders on the part of the subordinate establishment, on the whole it worked well, and prevented wholesale embezzlement or

falsification of returns and accounts. There were two great difficulties at first—namely, deficiency of tickets and deficiency of pice. A muster-roll was

Difficulties.

found to be a useful substitute for tickets, and continued as an additional precaution even after a sufficient quantity had been supplied, upon my representation, from Allahabad, to keep things going until arrangements could be made to procure a supply on the spot (a matter of more difficulty than was supposed). It would have been better and would not have added materially to the expense, if properly cut and stamped tickets had been issued by the Public Works Department from headquarters at the beginning. The second hindrance threatened at one time to become serious. Government copper coin, though a legal tender, is not as a matter of fact current in the district, and payment was made in what are called Gorakhpuri pice made in Nepal and exported in large quantities to British territory. The money-changer and banyas combined to raise the value of these pice (from 72 to 80 of which ordinarily go to the rupee), and the disordered state of the Nepalese Tarai was such that traders could not be induced to enter it to procure a supply. This condition of things was represented to the Resident in Nepal, and measures were taken by the Nepalese Government to remedy it, but it subsequently appeared that the outrages which had become notorious were mainly the work of British subjects living near the border. As soon as this was ascertained to be the fact, steps were taken which resulted in the capture of 85 and conviction of 59, the principal offenders, and the restoration of tranquillity. Pice were also obtained from Faizabad, and thus, though more than once it seemed as though the works must come to a dead lock for want of coin, payments were kept up until by degrees, as the improved prospects of the district became more and more evident, the market rate improved and eventually recovered its usual condition.

Upon making my first tour of inspection I was struck by the sleek and comfortable appearance of the majority of the labourers: a few more days' experience convinced

First reduction of rates.

me that a very large proportion of them were in fact not dependent upon Government relief. I was, however, unwilling to take any action until I had acquired further acquaintance with particulars. The Collector of Gorakhpur having,

* Men with hoes, 6 pice, reduced to 5	on a longer experience, reached the same conclusions, took steps to test the reality of the distress
Men with baskets, 5 " " 4	pretended by the increasing crowds of labourers, by
Women, " 4 " " 4	reducing the rates* of payment under the orders
Children, ... 3 " kept at 3	of Government approving this measure. A similar reduction was effected
Infants, ... 2 " " 2	in Basti (see margin). It had, however, little or no effect. It is nevertheless

perfectly certain that large numbers resorted to the works simply in order to earn without much exertion an addition to their means at a season when otherwise they would be sitting idle. Reduction of rates could of course do little to deter this class of labourers, for any payment, however small, was so much

Transfer to Faizabad Road.

clear gain. Removal to a distance from their homes proved to be a much more efficient test; 10,000 labourers transferred from the Basti end of the road to Bansī to Belwa, on the Faizabad road, a distance of about 40 miles, and paid during the journey, had dwindled to 4,301 by the time they reached their destination. Some time later an intention to similarly transfer labourers from the Naugar works

Transfer from Naugar works to	to the Bansī road near Bansī was frustrated by the
Bansī Road not carried out.	incapacity of the Supervisor (DeRosa), who for

this and other shortcomings was suspended and afterwards dismissed.

In the beginning of May these and other considerations were discussed

Conference in May.

at a conference held by the Lieutenant-Governor at Gorakhpur. The particulars and final results of this discussion are so fully stated in Resolution No 479A., dated the 16th of that month, that any more than a simple reference is unnecessary. The main features were the recognition of the demoralizing tendency of the existing form of relief and the impracticability of continuing it during the rains, but at the same time of necessity of caution in altering it for another; and the issue of instructions to pay the labourers only as much as would suffice

at market prices to procure a certain amount of food, instead of a fixed sum ; to organize work-houses in which cooked food only would be distributed, and to close the relief works in progress as soon as it was certain that the work-houses could accommodate all those who were really without other means of support. Every effort was made, within the limits prescribed, to weed the multitudes which continued to flock to the works of all not really in need, but with poor success.

A further reduction of one pice upon infants in arms was made immediately after the conference and was followed later in the same month by a third general diminution* of rates to 4, 3, 2, and 1 pice on all but one road, that from Naugar to Uska, situated in the worst part of the worst tract. This, at last, occurring at a time when the necessity of attending to their fields began to press upon all those who had any land, had some appreciable effect, and all but the thoroughly idle and the wholly destitute began to seek their homes, but the crowds which clung to the works were still immense.

It had been the aim all through to segregate the infirm and aged from the able-bodied labourers, but it was a difficult task, as it constantly involved the separation of parents from their children, and was therefore steadily resisted. When the labourers at the Basti end of the Bansi road were transferred to Belwa, the old and weakly paupers among the 10,000 labourers at work, not more than 400, were collected under my personal superintendence and put to work upon the approaches of the Koano bridge by themselves, in order that they might be specially cared for. Subsequently able-bodied labourers, about 3,000, were also admitted at a different part of the embankments. The preference shown for the easy life and low rates of the relief works over higher wages combined with the exaction of full labour, is well illustrated by the fact that the District Engineer had the greatest difficulty in keeping the necessary number of coolies upon the construction of the bridge itself, for which of course full Public Works Department rates were paid. They were perpetually deserting to the approaches, and preferred doing next to nothing there on four pice per diem, to doing a fair day's work at the bridge for seven pice.

The scale of diets prescribed in Resolution No. 479A. was very liberal. Practically few of the labourers eat "dal" at all, and the grain used was chiefly of some inferior kind, such as "aksa:" a small quantity of this with a little "gur" sufficed to sustain them. Mr. Muir observed the following instances:—(1.) A family consisting of a man and his wife, brother-in-law, and child, earning 14 pice, were found cooking meal for all which had cost seven pice. This was their only meal that day and prices were still high. (2.) Two men earning ten pice were found cooking atta and mahua which had cost five pice, their only meal; the quantities being cooked were 10·2 chittacks of atta and 15·2 chittacks of mahua. Gradually, however, as the time for sowing the kharif drew near, the crowds began to diminish. The rains set in unusually early, the ditches filled, and earth-work became almost impracticable. But still thousands remained, and while on the one hand it was desirable to bring the relief works to a close as speedily as possible, it was obviously necessary to be very careful not to abruptly disperse large bodies of men, women, and children without apparent means of support.

Work-houses on the principles prescribed in Resolution No. 479A., dated 16th May 1874, had been organized and were sufficiently advanced to afford a refuge to the destitute, but scarcely any would consent to be drafted into them. Some said that they could find work at home; others whose appearance had every indication of poverty and infirmity said that their relations would maintain them. Under these circumstances some delay occurred unavoidably in closing the works, in consequence of my being so short-handed. It was in my opinion absolutely necessary that the closing of each work should be effected under the personal superintendence of a thoroughly competent and trustworthy officer. Mr. Thomson's valuable assistance had been lost. Inspector Shaw, though most useful, was new to the work. Mr. Muir was fully occupied. The District Engineer was disabled and could not bear the sun, and my own attention

Reduction of rate for infants from two to one pice.

* Reduction from 5, 4, 3, 1, to 4, 3, 2, 1.

Closing of relief works.

was required by the construction and organization of the new work-houses. There were in short six relief works to be closed, and only three officers including myself to close them. However, one by one, they were brought to an end, the closing numbers being still large in most instances, and the disinclination to take advantage of the work-houses still continuing. Making due allowance for unfounded prejudice, which manifested itself in a variety of fictions as regarded the nature and internal economy of the work-houses, there is no doubt that the reluctance to enter them chiefly arose from dislike to the confinement, steady labour, and above all, the cooked food, and thus exemplified the soundness of the theory upon which they proceeded. The last relief work closed on the 22nd June.

The work-houses were two in number,—one at head-quarters, the other at Bansi, and these were found to be sufficient for every requirement. For some time they (especially that at Basti, which was the first opened) contained few but professional beggars, and though they were afterwards more freely resorted to by others, driven to seek refuge in them by the scarcity, the whole number of inmates never exceeded 2,000. The poor-houses, as above described, were kept open for some time as depôts, or feeders to the work-houses, and were closed one after the other, as the necessity for them ceased. Those at Basti and Bansi were then turned into workhouse hospitals. At Basti a large and shady mango grove standing apart among cultivated fields, and within a convenient distance of the new bazar, afforded a most admirable situation for the workhouse. At Bansi, owing to the swampy character of the country, the situation was not so good. The general arrangement was the same in both places. The buildings consisted of substantial sheds forming the four sides of an oblong rectangle; the space inside was kept clear. At Basti there was a larger shed for the use of the committee, and the muharrihs in the middle. It was found that sheds just broad enough to admit of one man lying across the floor were preferable to larger ones, as being stronger because more compact, and cheaper because they afforded exactly the amount of room required and no more. The floor was raised some inches and well beaten; the edges were finished with bricks secured in their places by strips of bamboo, jammed lengthwise against them by bamboo pegs. On the outer side the sheds were walled with thick mat and grass screens. On the inner side there were movable screens (jhamps) ordinarily kept open by poles. All along and directly under the eaves a sloped gutter carried off the water from the roof. The inner space or yard was drained by narrow ditches cut at right angles to each other. At first a bamboo trellis was put up all round the yard four or five feet from the sheds, from which egress could only be obtained at gates over which peons were posted; the intention being to keep the paupers in their places without the necessity of entertaining a large number of peons to look after them, but this was found to be unnecessary and inconvenient. A brick building originally intended for the kitchen was found to be unsuitable for that purpose on account of the heat and smoke, but made a good godown. Each pauper was provided with a mat to sit upon. To the sick in hospital blankets and clothes were served out, but these were given very sparingly to the able-bodied paupers. Those in absolute rags were clothed and the rags destroyed.

The inmates were divided first into workers and non-workers. None were allowed to sit idle who could do any sort of work; but the blind, infirm, and aged were kept apart in three wards,—one for Hindus of the more particular castes, one for others of low caste without prejudice, and one for Muhammadans. The object of this distinction was that no offence might arise through contact, which, being helpless, these paupers could not avoid unassisted. Among the workers there was no such distinction, as each on receiving his rations was at liberty to eat it where he liked. These were simply arranged according to the work they were employed on: the rope-makers in their ward, the basket-makers in theirs, and so on. Each inmate had a ticket with his number and the designation of his ward written on it. Bamboo pegs numbered 1, 5, 10, 15, &c., were driven into the floors of the sheds to assist the paupers in finding their places. There were no separate sheds or railed inclosures for the distri-

bution of food; it was found simple and more convenient to give the food to them as they sat in their places in the sheds.

The scale of diet was ordinarily as follows:—

		<i>Atta.</i>	<i>Dal.</i>
Workers		10 Chittacks.	2 Chittacks.
Non-workers	... ..	8 "	2 "
Children...	... ..	6 "	1 Chittack.
Infants ..	... ..	2 "	1 "

But this was varied occasionally according to the condition of the particular pauper.

The registers followed the classification above indicated,—that is to say, there were three muster roll registers for the non-workers: namely, one for the Hindus of the better classes, another for other Hindus, a third for Muhammadans; and one for each class of workers, without distinction of caste.

Registers.

Besides the muster roll registers it was found necessary to keep several others, the chief of which were the following:—

- No. I.—That just described.
- „ II.—Abstract of totals of No. 1, for ready reference.
- „ III.—Register of raw material.
- „ IV.—Register of manufactured articles.
- „ V.—Register of daily consumption of food and its cost.
- „ VI.—Register of miscellaneous expenditure.
- „ VII.—Order book.
- „ VIII.—List of establishment.

The forms of nearly all these registers were supplied by Maulvi Syud Ahmud Khan, whose experience of the work-house system at Moradabad was most useful.

The establishment consisted of one, and latterly two muharrirs on Rs. 15 and Rs. 20 per mensem; a cook and kahar to every 50; a sweeper to every 100 paupers; a jamadar in charge of the godown, and from 8 to 10 chaprasis. This was not exceeded, I think, at any time, but was reduced as much as possible by utilizing the services of the paupers themselves.

Establishment.

The sick were removed in *dulis*, always ready in the yard, to the hospital, which, both at Basti and also at Bansi, was at some distance and close to the dispensary. A medical subordinate visited the work-house every morning and pointed out those who required treatment in hospital.

Sick paupers.

Latrines were tried and failed, but conservancy was carefully attended to, and the place was kept perfectly clean and free from all offensive odour. Once a week all the floors were leaped, and some of Macdougall's disinfecting powder sprinkled where it was required. There was no need of caution with regard to admissions till towards the end; the difficulty was rather to induce people to enter the work-houses. But a committee was, nevertheless, necessary, especially at the beginning. The almost total absence of non-official native gentlemen made

Conservancy

it necessary to make use largely of the native officials.

Committee.

1. Maulvi Muhammad Kamil, Sudder Amin.
2. Bhuro Parshad, Civil Seishtadar.
3. Purmand, Wakil.
4. Hafiz Tafazzul Husain, Deputy Collector.
5. Munshi Sarup Narain, Deputy Collector.
6. Sheo Ram, Tahsildar.
7. Mohabbat Parshad, Head Clerk.
8. Muhammad Zamin-ud-din Ahmad, Deputy Collector.
9. Muhammad Sajjad, his Peskar.
10. Nath Baksh, Criminal Seishtadar.
11. Jagmohan Lal, Revenue Seishtadar.
12. Hasan Raza, Nazir.
13. Mata Parshad, Revenue Record-keeper.
14. Sai Newaz Pando.

Fourteen members were appointed, whose names are entered in the margin; the last of these is not, but all the rest are, officials. They were assorted in pairs, and to each pair a particular day in the week was assigned for attendance. All attended regularly, but the Sudder Amin, Maulvi Muhammad Kamil, Hafiz Tafazzul Husain, and Munshi Sarup Narain, Deputy Collectors, Sheoram, Tahsildar,

and Hasan Raza, Collector's Nazir, were especially useful, and took the most active interest in the institution. Eventually I found it convenient to place

Tahsildar Sheo Ram in sole charge of the head-quarters work-house as manager, but the committee continued to give its assistance till the last.

The work-house at Bansi was first established by Mr. Muir, Assistant Collector, after whom, when the relief works ceased and he returned to his usual duties, Inspector Shaw took charge. The arrangements there were, more or less, uniform with those of the Basti work-house, and were conducted on the same principles. Inspector Shaw's management was distinguished by an extremely moderate expenditure, the result of minute and careful supervision on his part. Tahsildar Sheo Ram introduced a great variety of manufactures with considerable success. The articles produced sold well. In accordance with the instructions conveyed in G. O. No. 533A., dated 11th June, the cost of working paupers was charged to the relief grant, and that of the non-workers, including the sick in hospital, to the charitable relief fund: but this arrangement extended merely to maintenance; the whole of the cost of construction was charged to the grant.

The rains were not only early but abundant, and on the whole well-timed.

Rains abundant and seasonable.

Minor crops.

At one moment there seemed reason to fear that they would be excessive, and some injury was in fact caused to the minor crops by floods in Tahsil Captainganj and Tappa Minhdawal, Tahsil Khalilabad. In the former, the sugarcane, there a crop of much importance, as also the maize and urad, suffered serious damage. But in many places the flooded lands were re-sown, and on the whole no considerable general loss was sustained. After this there were complaints of want of rain, and after that again of too much, but the final

Bhadai rice.

Aghani rice.

Prices.

result was a splendid kharif harvest. The outturn of the "Bhadai" rice was nowhere below the full standard, and in some places greatly exceeded it. The "Aghani" was still uncut when I made over charge of the district early in October, but promised a magnificent return. Prices began to decline, as mentioned above, in February, but showed little substantial improvement till July, from which time the downward tendency became more and more decided, until at last, in October, they reached the usual level, though still somewhat kept up by the demands of traders.

The Basti work-house closed on the 7th October 1874, that at Bansi on the 21st October 1874.

There is now every prospect of prosperity before the people, and it is probable that in the course of a twelve-month hardly any trace will remain of a drought which, had rabi failed, would have been followed by the sharpest universal distress, and, if the rains of 1874 had also been deficient, must have resulted in the miseries of famine.

There was little or no sickness during the year, and the health of labourers on the relief works was surprisingly good. All the necessary precautions were taken to be prepared for an outbreak of epidemic. Four extra hospital assistants were stationed on or near the different works, and afterwards at the work-house. Hospitals were constructed, medicines were in readiness, and the Civil Surgeon made several tours of medical inspection, but there was no noticeable disease. Some few died of heat-apoplexy, said to be brought on by drinking water while working in the sun. The percentage of sick paupers in the work-houses was very moderate.

The inquiries made with regard to the respectable women of the better classes satisfied me that there was no hidden distress of the kind referred to in No. 181A., dated 9th March last. The population being mainly agricultural, all the poorer women, of whatever caste, are accustomed to field-work, and only those who are well off conceal themselves.

Some doubts were felt with regard to a community of Syads living in Mauza Halor, which is split into a number of infinitesimal holdings, but it was ascertained that no relief was needed or desired. As far as I could learn from enquiries especially instituted by order during the year there was no emigration.

Migration.

Statistics of previous famines.

I am not aware of any previous famines in Basti. If there have been any, there are no records of them to my knowledge.

A few words in acknowledgment of the good service done by the officers employed in superintending various measures of relief must conclude this report.

Mr. Thomson and Mr. Muir were both in tents during all April and May, engaged in supervising the relief works under their charge. Mr. Thomson's health began to give way early in the year, but he stayed on pertinaciously at his post, and eventually came into the station only in compliance with my request. It was then found that he had barely escaped a dangerous illness. As long as he remained on the Minhdawal Road, I could feel perfect confidence that every effort would be made to carry on the work successfully, and his absence was afterwards much felt. Mr. Muir fortunately did not fall ill, though at one time he too threatened to fail. I am indebted to his intelligence and observation for much information and many useful suggestions. He was in tents till 3rd June, and after that remained at Bansi, in a small rest-house there till July for the purpose of organizing the work-house. He was also deputed to report upon the state of the country in the extreme north-east corner of the Bansi Tahsil, of which some alarming, but as it proved exaggerated, reports had reached me. In all these matters he showed his usual ability.

Mr. Sullivan, Civil Surgeon, deserves much credit for the efficient manner in which he arranged all the details of the management of the poor-houses which were under his charge from beginning to end.

Inspector Shaw made himself extremely useful, both in reporting clearly and intelligently upon the state of the people in different directions, where it was essential that I should have trustworthy information, and afterwards in superintending the Bansi work-house. I have a very good opinion of Mr. Shaw and have much pleasure in testifying to his satisfactory discharge of every duty entrusted to him.

Tahsildar Sheo Ram deserves great praise for his very capable and successful management of the Basti work-house. He took the greatest interest in the matter, and nothing could exceed the neatness and order he maintained. Whenever I visited the work-house, which I did without notice at different hours, I invariably found all at work. Hardly any complaints were made, and very few of those made had any foundation whatever. All the tahsildars exerted themselves very creditably and energetically on the relief works. Amir Singh of Khalilabad especially distinguished himself by his zealous effort to carry out Mr. Thomson's wishes.

F. ELLIOT,
Late Offg. Collector.

Letter from C. A. Elliott, Esq., Secretary to the Government of the North-Western Provinces, to the Secretary to Government of India, Department of Revenue, Agriculture, and Commerce,—No. 13, dated 11th February 1875.

In continuation of my letter No. 1, dated 1st January 1875, I have the honor to forward the report of the Central Famine Relief Committee mentioned in para. 15 of the narrative accompanying the letter above quoted.

Letter from C. A. Turner, Esq., Chairman of the Executive Committee of the Central Famine Committee, North-Western Provinces, to the Secretary to the Government, North-Western Provinces,—No. 195, dated 28th January 1875.

In pursuance of a resolution passed at a public meeting convened at Allahabad on the 7th February 1874, His Honor the Lieutenant-Governor was pleased to nominate a central committee to concert measures for the relief of the indigent classes in such districts of the North-Western Provinces as were threatened with scarcity, and in the famine-stricken districts of the North-Western Provinces.

2. His Honor was pleased to intimate that the Government would provide labor for all who could work, but that the support of the sick and aged, the young and tender, and the infirm, must mainly be the care of private charity; and His Honor announced that to all subscriptions raised for these purposes, the Government would contribute an equal sum.

3. On the 12th February the central committee appointed an executive committee, instructing it to meet at regular intervals for the transaction of business.

4. At a meeting of the executive committee held on the same date it was resolved—(1) that the Collectors of the several districts in the North-Western Provinces should be requested to form committees to collect subscriptions; (2) that the Collectors of Basti, Gorakhpur, Ghazipur, Mirzapur, Hamirpur and Banda should be requested, if they had not already done so, to form relief committees, to keep the central committee acquainted with the state of destitution in their respective districts, and the amounts which they might from time to time estimate as required for relief of the poor who might be unfit for labour; and (3) that while the circumstances of particular places or persons might require and justify a departure from the rules prescribed by the committee, relief should only be given ordinarily to those persons only who could not labor on relief works, and in the shape of cooked food, not exceeding 10 chittacks per diem for each adult.

5. On the 22nd April the Government, North-Western Provinces, issued a circular to the Collectors, declaring that the entire supervision of charitable relief, and auditing of accounts connected with it, has been confided to the central committee, and ordering that the accounts both of collections of contributions and disbursements should be submitted to the committee in such form as the committee should prescribe. It was at the same time announced that the Government would not sanction any expenditure on poorhouse or charitable relief shown in the treasury accounts of any district until it were shown to have been approved and audited by the central committee.

6. In order to prevent any migration of the poor from the district of Gorakhpur into the district of Champaran, Lower Provinces, and thereby disturb the calculations of the officers of that district, the executive committee requested the Collector to establish centres of relief at the outlying tahsils, and to put himself in communication with the Collector of Champaran.

7. Acting on the instructions, and guided by the principles above indicated, the executive committee procured the appointment of local committees where they had not been appointed in districts requiring relief, received the contributions forwarded from the several Collectorates, made grants, and received and scrutinized accounts of expenditure.

8. The committee received from the undermentioned districts the subscriptions entered in the subjoined statement:—

					Rs.	A.	P.
Allahabad	...	...	...	...	5,030	3	0
Agra	...	...	...	...	799	6	0
Budaun	...	...	...	...	2,721	10	3
Bareilly	...	...	...	...	1,242	8	0
Bijnor	...	...	...	...	2,269	13	0
Bulandshahr	...	...	...	...	1,848	10	0
Etawah	...	...	...	...	1,137	12	0
Faukhabad	...	...	...	...	2,095	0	0
Jaunpur	...	...	...	...	102	0	0
Lalitpur	...	...	...	...	202	9	0
Meerut	...	...	...	...	10,201	8	0
Mirzapur	...	...	...	...	1,774	0	0
Moradabad	...	...	...	...	2,524	4	0
Muttra	...	...	...	...	8,520	0	0
Muzaffarnagar	...	...	...	...	3,233	8	0
Roorkee	...	...	...	...	578	13	6
Saharanpur	...	...	...	...	3,367	12	0
Shahjahanpur	...	...	...	...	1,500	0	0
TOTAL					49,149	4	9

9. In the districts mentioned in the subjoined statement the Collectors received in subscriptions, and, under the sanction of the committee applied to local requirements, the sums therein shown :—

					Rs.	A.	P.
Allahabad	...	...	...	...	100	2	0
Banda	...	...	...	...	1,718	2	11
Ghazipur	...	...	...	...	5,372	6	10
Gorakhpur	...	...	...	...	5,084	10	1
Hamirpur	...	...	...	...	2,607	10	7
Jhansi	...	...	...	...	208	4	10
Basti	...	...	...	...	754	6	5
TOTAL					15,845	11	8

10. The districts of Fatehpur and Aligarh gave no contribution to the fund, nor did the district and wealthy city of Benares. Of the sum subscribed in the district of Muttra, no less than Rs. 7,000 were the gift of Seths Gobind Das and Lachhman Das of Muttra, who received the thanks of Government for their liberality. Subscriptions were raised in the district of Azamgarh, and, it is believed, expended to meet local requirements; no account of these subscriptions or of their disbursements has come to the hands of the committee.

11. The total amount of subscriptions received by the committee and by the district officers, over which the committee has had control, is Rs. 64,995-0-5.

12. Before the full amount subscribed was received, the committee drew from the treasury the sum of Rs. 13,036-12-4, being the amount contributed by the Government under the order before mentioned.

The committee has therefore to account for Rs. 78,031-12-9.

13. The sum of Rs. 15,000 was subscribed and remitted by the inhabitants of Bombay for the relief of sufferers from famine in the North-Western Provinces. When the gravity of the crisis in the North-West had disappeared, and it had been ascertained that the sums subscribed in these Provinces would be adequate to meet local requirements, it came to the knowledge of the Committee that distress existed in Sind, for the relief of which an appeal to Bombay was probable; the Committee therefore replaced at the disposal of the subscribers in Bombay the Rs. 15,000 which had been remitted from that Presidency.

14. The central relief committee in Calcutta announced to this committee a resolution passed by it, declaring that the funds received from subscribers in England were available for the relief of the distressed in the North-Western Provinces. The committee for the North-Western Provinces finding that its funds were amply sufficient did not avail itself of this resolution.

15. Before discussing the particulars of the expenditure incurred under the sanction of the committee, it will be convenient to state that the extent of population and the incidence of Government revenue per acre have been taken from the census tables recently published, and that the number of persons stated to have been employed on public works has been ascertained from a return obtained from the Department of Public Works, which apparently does not include the number of persons employed on works of which the expense was defrayed from local funds.

16. Relief was given in the shape of cooked and uncooked food and cash. The cooked and uncooked food consisted chiefly of the cheaper grains, such as dal, bajra, gram, barley and common rice, and the flower of the *mahua* tree. The sick and infirm under medical direction received more nutritious diet. Relief in cash was distributed principally to *pardah-nusheen* women.

17. The miscellaneous expenditure (where it is not otherwise stated) includes these cash payments. It also includes charges for the construction of poor-houses, for the provision of culinary vessels, firewood, cotton for the employment of those able to spin, and medical assistance and medicines.

18. The district officers submitted accounts showing the particulars of the expenditure weekly, and these accounts have been carefully scrutinised by the committee.

19. The following is an account of the operations of the committee in the distressed districts :—

Ghazipur.—This district has been selected as the first for mention because the committee has received from the Officiating Collector Mr. Oldham a sum

of a carefully compiled report submitted by him to the Commissioner of the Division; and putting aside the peculiar circumstances of the district, many of the remarks made by Mr. Oldham are, it is believed, applicable to the other districts, in which operations for the relief of distress were carried out under the supervision of the committee.

The features which distinguish Ghazipur from the districts last mentioned are the greater density of its population; its production of valuable crops other than food crops—circumstances which conduce to a third difference; its greater reliance on imports for its food supply; and lastly, as compared with some of the other districts, its enjoyment of greater facilities for importation in the shape of rail-road and river communications with foreign markets.

The average population of Ghazipur is estimated at 620 persons to the square mile. The incidence of the Government revenue per acre is Re. 1-1-4 to the total area, Re. 1-1-7 to the area under settlement, and Re. 1-8-0 to the area under cultivation. The Officiating Collector estimates the area under cultivation at 1,000,000 acres; and he considers that of this, 20,000 are devoted to opium, 10,000 to indigo, 40,000 to rose and oil-seeds, and 100,000 to sugarcane. Thus a total of 1,75,000 acres are abstracted from the total area under cultivation to produce crops other than grain crops.

To meet the deficit in the food supply, the Officiating Collector calculates that in ordinary years from 120,000 to 130,000 maunds of edible grains are annually imported by rail, and a yet larger quantity by road and river. From 1st October 1873 to 1st October 1874 the importations by rail amounted to no less than 864,728½ maunds. This increase was doubtless in some measure due to the reduction of freight, but still more to the circumstance, that whereas in ordinary years the district draws much of its supplies from Bengal and the grain from Bengal is introduced by road and river, in the year ending 1st October 1874 the bulk of the food supply was obtained from the North-West and the Punjab. The increase in importation by rail was, in addition to these causes, mainly due to the failure of the kharif crop in the district.

The Officiating Collector insists on the fact that the whole of this importation was effected by private enterprise, and the circumstance is certainly noteworthy. The disaster in Orissa has been frequently made the text of diatribes against the science of political economy. It has been urged that the ordinary rules of that science are inapplicable to the circumstances of India. This objection, when taken to the rule that demand begets supply, merely comes to what every political economist would allow, that the rule is only applicable when there are facilities for the supply. There must be the article available, the means of transport, the wealth with which it can be purchased by the importer, the energy which sets the importer in motion, and the retail distributor. In Orissa several of these essentials were found wanting. In Ghazipur they were all present: grain was to be had in foreign markets at rates which made its importation profitable, the rail-road conveyed it to the place where the demand existed, the importers and retail distributors merely extended operations to which they were habituated and for which the wealth of the district was adequate to provide funds.

In dealing with famines it may be found necessary, according to the peculiar exigencies of the crisis or the circumstances of the locality, to provide any one or more of the facilities abovementioned.

If a Government recognises it as an incumbent duty to protect its subjects from famine, it may have to bring the food required within the reach of the importer, to supply the means of transport, or itself to take the place of the importer or distributor, or it may have only to furnish funds to importers and distributors to enable them to extend their operations; but inasmuch as any interference on the part of the Government may tend to check private enterprise by rendering its gains hazardous, it is obvious that, where it is possible, the interference of Government should be limited to those matters which private enterprise cannot achieve, or can only achieve with assistance. The provision of access to foreign markets by rail-road or water communications is a work, in the present condition of India, generally beyond the means of private enter-

prise, and therefore the intervention of the Government in this matter is essential.

There can also be no question of the soundness of the policy pursued by the Government, North-Western Provinces, during the recent crisis in offering to importers and distributors advances to enable them to extend their operations. This amplification of the ordinary channels of trade educates and stimulates private enterprise; and where a sufficient number of importers and distributors are provided with funds, so as to secure healthy competition, the cost of the importation and distribution of the food supply, when carried out by private enterprise, will probably be found far less than it would be were the same work accomplished by the agency of a staff of officials suddenly called into existence to meet the emergency. The importers and distributors bring their experience to bear on the work; their private interest inculcates the strictest economy, and they keep and check their own accounts. The importations into the district of Ghazipur during the scarcity of 1873-74 go to show that in this country private enterprise is equal to meet such crises where the normal conditions exist which are essential to the operation of the law of supply and demand. Although the committee is not in possession of figures which would enable it to speak with certainty upon the subject, it is believed that large importations of food-grains also reached the other distressed districts in these Provinces through private enterprise.

The main feature which is common to Ghazipur and the other distressed districts is the poverty of the labouring classes. The Officiating Collector states that at a time when there is more than the ordinary demand for labour, indigo-planters pay mate-weeders four-fifths of an anna per diem, and common weeders three-fifths; and that, excepting in harvest time, a ploughman with a pair of oxen receives for himself and his cattle only two annas per diem.

Cash wages are, however, by no means the rule in villages in the North-West. The proprietors ordinarily pay their labourers a certain allowance of grain, and on rare occasions a rupee or two to buy clothes. The greater portion of the land being held in small parcels by proprietors or tenants, no sooner does scarcity manifest itself, than the hired servants are, as is pointed out by Mr. Oldham, discharged, being sometimes replaced by the members of the family who in ordinary seasons would not labour in the fields. Again, in an Indian village, which, as Mr. Oldham has pointed out, is in itself a kind of small community, the occurrence of dearth deprives of employment the village artisans, such as weavers and blacksmiths. Even in richer countries high prices of food check the retail trade in all articles with which the consumer can for a time dispense. The small wages of the village artisan, which are ordinarily paid in grain, afford no reserve to which he can have recourse when employment fails or his wages are unpaid. Lastly, the charity habitually practised by the natives of India, in the support of the aged, the infirm, and the religious mendicant, comes to an end with the small funds out of which it was doled. The general indigence of the small proprietary and labouring classes causes the effects of a bad harvest to be felt more immediately than in a country in which these classes are either themselves richer, or dwell amongst, and in a measure depend for their employment on, a wealthy proprietary body. It is therefore absolutely essential, in order to ward off from the people of this country the evils of famine, that energetic measures should be taken on the first threat of the calamity.

In Ghazipur, as in the other distressed districts, the cause of the dearth of 1873-74 is to be found in the failure of the kharif crop, on which the poor principally depend for their food supply.

The central committee remitted for the relief of distress in this district, the sum of Rs. 5,354-12-3, and the subscriptions collected by the district officers amounted to Rs. 5,372-6-10, making together Rs. 10,727-3-1.

Twenty-three thousand five hundred and fourteen rations of cooked food were distributed, at a cost of Rs. 1,348-4-7, and 148,649 rations of uncooked food, at a cost of Rs. 4,305-8-1; while Rs. 742-0-5 were distributed in cash to 4,100 persons. The balance, Rs. 3,831-6-0, has been appropriated to the relief of sufferers from inundation, as will be hereafter explained.

The months in which the largest number of rations were distributed are shown in the marginal table, together with the

		Number of rations distributed.	Number of persons on relief works.
February	...	65,467	806
March	...	68,603	1,217
April	...	7,759	647
May	...	2,237	659
June	...	2,521	956
July	...	7,831	..

number of persons employed in the corresponding months on relief works. The average cost of a day's rations of cooked food is shown as eleven pias; but as the whole of the sums entered as miscellaneous expenditure are shown as expended in cash donations, it appears that the sums charged in other districts under this head are included in the cost of the cooked rations in the Ghazipur return. The average cost of a ration of uncooked food is shown as less than six pias.

It will be seen that the necessity for relief greatly diminished in this district when the harvesting of the rabi crops commenced.

The number of persons employed on relief works shown in the above table is taken from a return obtained from the office of the Department of Public Works. The return furnished by the Officiating Collector shows a considerably larger number, possibly because in it are included persons employed on works of which the cost was defrayed from local funds. The rates of wage originally paid to persons employed on relief works was one and a half anna for each man, one anna for each woman. In February the rates were reduced to one and one-fifth anna for each man, four-fifths of an anna for each woman, and three-fifths of an anna for each child; and subsequently to four-fifths of an anna for each man, three-fifths of an anna for each woman, and two-fifths of an anna for each child.

20. *Gorakhpur*.—In this district the number of persons to the square mile is 441; the incidence of the Government jumma per acre is Re. 1-9-6 on the total area, Re. 1-10-2 on the area paying revenue, and Rs. 2-11-2 on the area cultivated.

Mr. Simson reported on the 2nd March 1874 that the kharif crop had almost totally failed, and that less than the ordinary area was under cultivation for the rabi crops.

The district officers collected in subscriptions Rs. 5,084-10-1, and the committee remitted Rs. 7,704-0-1, making a total of Rs. 12,788-10-2. The sum of Rs. 12,383-15-11 was expended in providing 175,149 rations, and in meeting miscellaneous charges to the sum of Rs. 5,981-12-1.

The average cost of a daily ration, excluding miscellaneous charges, was therefore about $7\frac{1}{2}$ pias.

The table in the margin shows the months in which the largest number of rations was distributed and the number of persons employed in the corresponding months on relief works.

		Number of rations distributed.	Number of persons on relief works.
March	...	36,532	21,825
April	...	38,810	73,261
May	...	30,415	78,059
June	...	17,409	29,344

21. *Basti*.—In this district the population is 528 to the square mile: the average incidence of Government revenue per acre is Re. 0-11-11 to the total area, Re. 0-12-3 to the area under settlement, and Re. 1-1-8 to the cultivated area.

The circumstance of the district much resembled those of Gorakhpur.

The sum of Rs. 7,358-8 was remitted by the committee, and accounts have been received of the expenditure of Rs. 7,982-12-9, in providing 106,741 rations, and in meeting Rs. 1,967-13-11, miscellaneous expenditure. The average cost per ration, excluding miscellaneous charges, was about $10\frac{3}{4}$ pias.

			Number of rations distributed.	Number of persons on relief works.
April	...	...	5,843	56,807
May	...	...	11,794	125,908
June	...	...	24,650	49,935
July	...	...	23,857	...
August	...	...	20,668	...
September	...	...	14,459	...

A balance of Rs. 130-1-8 remains to be accounted for or remitted to the committee.

The table in the margin exhibits the months in which the largest number of rations were distributed and the number of persons employed in the corresponding months on relief works.

22. *Hamirpur*.—The population of this district is shown as 231 to the

North-Western Provinces, in his report for 1873, had brought to the notice of the Government the miserable condition of the people in several parganas of this and the adjoining district of Banda, reporting that many appeared to him bordering on starvation. The normal condition of the district will account for the circumstances that the rise in the price of food grains throughout the North-Western Provinces was specially felt there.

The district officers collected Rs. 2,607-10-7, the committee remitted Rs. 4,236-4-0, making a total of Rs. 6,843-14-7. Of this sum, Rs. 6,530-8-0 has been accounted for in providing 115,519 rations, and meeting Rs. 2,387-7-5, miscellaneous charges; the average cost of a ration, excluding miscellaneous charges, being somewhat under 7 pies. A balance of Rs. 313-6-7 remains to be remitted to the committee.

		Number of rations distributed.	Number of persons on relief works.
April	...	9,254	1,323
May	...	13,551	1,540
June	...	14,015	1,955
July	...	16,707	...
August	...	21,632	...
September	...	20,408	...
October	...	7,832	...

The table in the margin exhibits the months in which the largest number of rations were distributed and the number of persons employed in the corresponding months on relief works.

The Collector attributes the increase in the numbers relieved in July partly to the closing of relief works, and partly to the fact that owing to the incessant rains, employment in the fields in weeding, &c., was not procurable.

From the circumstance that only 1,955 persons were employed on relief works in June, it is obvious that the closing of the relief works can hardly account for the increase in August and September. It is more probable that employment in the fields was scarce, and that until the chief grain crops, the produce of the kharif, were harvested, the poverty of the landholders in the district prevented them from maintaining hired labourers and dependents.

23. In *Banda* and *Karwi* the population averages 240 to the square mile; the incidence of the Government jumma per acre to the total area is Re. 0-11-9, to the area under settlement Re. 0-12-1, and to the cultivated area Re. 1-6-7.

The circumstances of the district appear to resemble those of Hamirpur, and the observations recorded by the Sanitary Commissioner in his report for 1873 apply, as has been stated, to several of the parganas of Banda.

The sum of Rs. 1,514-12-0 was collected by the district officers, and the sum of Rs. 5,914-12-0 was remitted by the committee, and Rs. 203-6-11 were received as sale proceeds of the products of labour for which material was provided by the local committee. Of the total receipts, Rs. 7,632-14-11, Rs. 4,747-7-4 were expended in food rations, Rs. 826-11-3 in out-door relief, and Rs. 1,468-10-1 in miscellaneous charges. The average cost of a ration, excluding miscellaneous charges, was somewhat less than 7 pies. A balance of Rs. 570-2-3 remains to be accounted for or returned to the committee.

		Number of persons on relief works.	Number of rations distributed.
March	...	42,247	3,916
April	...	31,157	941
May	...	28,660	329
June	...	13,576	99
July	...	6,402	...

shown in the marginal table, together with the number of persons employed in the corresponding months on relief works.

It will be seen that the number employed on relief works in Banda is small as compared with the number of rations distributed. This is probably to be attributed to the circumstance that the distressed population were scattered over a

large an area that it would have been necessary to open a number of relief works at an inordinate expense, whereas at a much less expense relief was afforded to small groups of distressed persons at each tahsil centre. In *Karwi* there were no relief works. The pressure of distress in the district was apparently relieved immediately on the harvesting of the rabi crop.

24. *Jhansi*.—In this district the average population is 203 to the square mile, and the average incidence of the Government revenue per acre is to the total area Re. 0-7-6, to the area under settlement Re. 0-8-3, and to the cultivated area Re. 0-15-9.

The sum of Rs. 208-4-10 was collected in the district, and expended in 4,901 rations; the average cost of a day's ration, including miscellaneous

The table in the margin shows the months in which the largest number of rations were distributed and the number of persons employed in the corresponding months on relief works.

	Number of rations distributed.	Number of persons on relief works.
March ..	276	708
April ...	380	720
May ...	1,559	876
June ...	1,191	861
July ...	1,192	...

25. *Allahabad*.—In this district is a population of 507 persons to the square mile; the incidence of the Government jumma per acre is to the total area Re. 1-3-6, to the area under cultivation Re. 1-3-9, and to the cultivated area Re. 2-0-8.

The Collector reported that although there was no actual famine, many persons residing in the parganas of Barah and Khairagarh are so poor that the slightest rise of prices affects them. In ordinary seasons about 80 persons are fed at a poorhouse at Mega, the expenses of which are met by the zemindars of the two parganas. In the spring of 1874 the number of necessitous poor increased so largely that an application for assistance was made to the committee. The committee accordingly remitted to the Collector Rs. 1,945-10-10, making, with a sum of Rs. 100-2-0 collected in the district, a total of Rs. 2,045-12-10. This sum was expended in providing 33,502 rations, and in meeting miscellaneous charges to the amount of Rs. 401-4-2. Excluding miscellaneous charges, the average cost of a day's ration was about 9 pies.

No relief works were, it is believed, open in this district.

The stress of the scarcity was most felt in this district in the months of April, May, and June. In April 8,622 rations were distributed; in May 12,642.

The number fell to 9,348 in June and to 682 in July, when extraordinary measures of relief were discontinued.

26. In addition to the sums above shown as expended, the committee made grants for the relief of distress occasioned by sudden calamity other than *dearth*, and pressing the more severely on the people by reason of the high price of food. Thus in several small townships or hamlets of Ghazipur the dwellings of the population were destroyed by violent rains and abnormal inundations. Immediately on the occurrence of the disaster, the Collector remitted Rs. 500 for the relief of the indigent poor in Ballia, an expenditure which was at once sanctioned, while grants to the extent of Rs. 3,331-6-0 have been made to assist the people in rebuilding their houses.

27. A like calamity in Shahjahanpur necessitated a grant of Rs. 3,000; while, on the recommendation of the Commissioner, a sum of Rs. 121-8 was remitted for the assistance of the inhabitants of Dumdumwa, in the district of Benares, whose houses were destroyed by fire.

28. On the closing of the Banda poor-houses a sum of Rs. 900 was granted to the Rev. J. Hill of Banda on his undertaking to take charge of some bed-ridden paupers for whom it was necessary to provide a home.

29. The charges of the central committee for clerk, peon, postage, &c., amount to Rs. 288-2-3.

30. There has been expended on the whole a sum of Rs. 52,251-0-6, and there remains in the hands of the committee, including Rs. 1,013-10-6 to be accounted for by district officers, a balance of Rs. 26,780-12-5. Of this balance it is proposed to devote Rs. 13,306-12-4 to the repayment to Government of the like amount contributed at the commencement of the committee's operations as the equivalent of subscriptions received up to that date, and to invest the residue in Government paper to be available for expenditure in any future famine or scarcity.

31. Many of the working members of the executive committee are now absent from Allahabad, so that I am unable to circulate this report for their consideration and approval. I am sure I may venture to express, on behalf of all the members, their obligation to the district officers and local committees by whom the work of relief has been carried out. Information has at all times been freely supplied to the central committee, satisfactory accounts of expenditure furnished, and a careful selection of the objects for charity and economy in expenditure appear to have been kept in view in all the districts in which operations have been carried on under the direction of the central committee.

32. In conclusion, I have also to bring to the notice of Government the valuable services rendered to the committee by the Honorary Secretary, Mr. W. Tyrrell, c. s.

Particulars of relief operations of the District Officers in the North-Western Provinces.

DISTRICT.	Month.	No. of adults relieved.	Amount expended.	No. of juveniles relieved.	Amount expended.	Miscellaneous expenses.	Total No. of persons relieved.	Total expenditure.	REMARKS.
			Rs. A. P.		Rs. A. P.	Rs. A. P.		Rs. A. P.	
ALLAHABAD	March	2,168	119 3 0	...	...	95 11 9	2,168	214 14 9	Local subscriptions...
	April	8,031	407 1 6	591	38 10 9	49 0 7	8,622	491 12 10	Remitted by Committee
	May	3,128	161 4 0	9,554	417 10 6	199 0 6	12,682	897 15 0	...
	June	4,087	184 5 11	5,261	256 0 5	42 9 4	9,348	482 15 8	...
	July	...	...	682	30 4 7	14 14 0	682	45 2 7	Deduct expenditure
	TOTAL	17,414	871 11 5	16,088	772 10 3	401 4 2	33,502	2,045 12 10	Balance refunded to Committee
BANDA AND KANWL	February	1,920	100 7 9	...	...	...	1,920	100 7 9	Local subscriptions...
	March	42,247	1,771 10 7 ¹	...	...	...	42,247	1,771 10 7 ¹	Government grant
	April	31,189	1,228 1 5 ¹	...	...	...	31,189	1,228 1 5 ¹	Remitted by Committee
	May	28,660	850 10 10	...	...	...	28,660	850 10 10	...
	June	13,876	431 9 6	...	...	...	13,876	431 9 6	...
	July	6,402	215 13 9	...	...	...	6,402	215 13 9	...
	August	2,576	83 13 9	...	...	...	2,576	83 13 9	...
	September	1,543	51 2 8	...	...	...	1,543	51 2 8	Deduct expenditure
	October	414	11 1 4	...	...	...	414	14 1 4	Balance to be accounted for
	Outdoor relief and contingencies.	...	...	...	...	2,315 5 4	...	2,315 5 4	...
	TOTAL	131,827	4,747 7 4	...	...	2,315 5 4	131,827	7,062 12 8	...
BASTI	March	1,675	115 6 1	445	22 0 10	79 0 7	2,120	216 7 6	Local subscriptions
	April	4,782	324 12 5	1,061	52 10 3	158 10 4	5,843	536 1 0	Remitted by Committee
	May	8,891	566 12 9	2,903	126 13 4	290 3 10	11,794	983 13 11	Amount sent from Damduwa
	June	16,463	1,102 1 8	8,187	367 9 6	276 5 0	24,650	1,746 0 2	...
	July	14,725	924 0 9	9,132	402 8 9	438 3 0	23,857	1,761 12 6	...
	August	11,987	762 11 9 ¹	8,676	307 4 11 ¹	291 15 4	20,660	1,362 0 1	...
	September	8,109	525 12 5 ⁴	6,350	234 4 11 ²	358 1 2	14,459	1,118 2 7	Deduct expenditure
	October	1,854	119 0 8	1,501	60 15 8	75 6 8	3,355	255 7 0	Balance to be accounted for
	TOTAL	68,486	4,110 10 7	38,255	1,574 4 3	1,967 13 11	106,741	7,982 12 9	...
									...

* In these districts no distinction was made in the statements between adults and juveniles.

Local subscriptions
Remitted by Committee
Amount sent from Damduwa

Deduct expenditure
Balance to be accounted for

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

Rs. A. P.

GHAZIPOUR ...	February	65,467	1,704 5 0	...	...	140 2 6	65,467	1,844 7 6	Local subscriptions ..	...	5,372 6 10
	March	66,605	1,801 5 3	...	...	332 4 5	66,605	2,133 9 8	Government grant ..	...	4,854 12 3
	April	7,759	388 14 7	...	...	224 8 0	7,759	613 6 7	Remitted by Committee	...	500 0 0
	May	2,227	82 14 10	...	...	...	2,227	82 14 10	Deduct expenditure in relief of sufferers from scarcity	Rs. A. P. 6,395 13 1	10,727 3 1
	June	2,521	137 14 6	...	...	0 10 0	2,521	138 8 6	Ditto from destruction of the town Ballia by the Ganges	500 0 0	6,895 13 1
	July	7,831	287 5 1	...	...	4 7 6	7,831	291 12 7	Balance reserved for further relief of the town Ballia	...	3,881 6 0
	September	7,733	377 8 3	...	...	20 0 0	7,733	397 8 3	† In this district no distinction was made in the statements between adults and juveniles.	...	...
	October	8,569	425 4 11	...	...	...	8,569	425 4 11	† This includes 4,100 persons relieved by cash donations.	...	...
	TOTAL	† 176,263	§ 5,553 12 8	...	...	|| 742 0 5	176,263	6,395 13 1	§ This includes the cost both of cooked and uncooked rations.	...	...
									|| This sum was wholly expended in cash donations.	...	...
GORAKHPUR ...	February	17,171	420 6 2	14,577	202 11 1	138 14 6	31,748	761 15 9	Local subscriptions ..	...	5,084 10 1
	March	24,951	926 3 4	11,581	220 0 4	592 6 11	36,532	1,738 10 7	Government grant ..	...	2,454 0 1
	April	26,301	1,188 11 24	12,539	300 10 10 1/2	695 2 8	38,340	2,184 8 9 1/2	Remitted by Committee	...	5,250 0 0
	May	21,857	1,072 1 10	8,558	247 6 6 1/2	613 9 0	30,415	1,933 1 4 1/2		...	...
	June	12,820	772 14 10	4,589	137 15 9	160 7 7	17,409	1,071 6 2		...	...
	July	6,831	391 9 10	3,671	105 11 10	208 11 9	10,502	706 1 5	Deduct expenditure...	...	12,788 10 2
	August	4,563	253 5 10	2,994	82 10 1	154 10 9	7,557	490 10 8	Balance refunded to Committee	...	12,383 15 11
	September	1,366	68 10 9	780	21 1 6	** 618 10 0	2,146	698 6 3		...	404 10 3
	Poor-house hospital	...	...	...	...	2,799 2 11	...	2,799 2 11		...	...
	TOTAL	115,860	5,083 15 9 1/2	59,239	1,318 4 0 1/2	5,981 12 1	175,149	12,383 15 11	¶ 1,247 persons were admitted from 1st June to October 1874.	...	...
									** In this are included charges for the construction of poor-houses incurred in previous months.	...	...
HAMIRPUR ...	February	3,519	146 3 9	1,087	22 9 3	...	4,586	168 13 0	Local subscriptions	...	2,607 10 7
	March	6,340	277 0 1	1,073	23 15 1	...	7,413	300 15 2	Government grant ..	...	2,236 4 0
	April	5,384	293 1 9	3,920	134 3 11	20 3 6	9,254	447 9 2	Remitted by Committee	...	2,000 0 0
	May	13,581	489 5 10	...	...	138 13 1	13,581	623 2 11		...	...
	June	12,187	476 5 4	1,908	39 8 0	59 15 0	14,045	575 12 4		...	...
	July	13,189	510 10 6	3,518	75 6 3	435 4 5	16,707	1,021 5 2	Deduct expenditure	...	6,843 14 7
	August	16,597	624 4 5 1/2	5,035	105 0 0 1/2	322 5 4	21,632	1,051 9 10		...	6,530 8 0
	September	15,496	561 12 8	4,912	98 15 11	975 11 4	20,408	1,636 7 11	Balance to be accounted for	...	313 6 7
	October	6,082	224 13 10	1,750	36 7 6	361 13 0	7,832	623 2 4		...	...
	November	61	3 4 5	...	...	78 5 9	61	81 10 2		...	...
	TOTAL	92,386	3,606 14 7 1/2	23,183	536 1 11 1/2	2,387 7 5	115,519	6,530 8 0		...	...

Particulars of Relief Operations of the District Officers in the N.-W. Provinces—(concluded.)

District.	Month.	No. of adults relieved.	Amount expended.	No. of juveniles relieved.	Amount expended.	Miscellaneous expenses.	Total No. of persons relieved.	Total expenditure.	REMARKS.	Rs. A. P.
JHANSI*	March	276	Rs. 17 7 2	..	..	..	276	17 7 2	Local subscriptions	Rs. 208 4 10
	April	380	27 2 6	..	..	..	380	27 2 6	Expenditure	208 4 10
	May	1,559	56 4 7	.	..	..	1,559	56 4 7		
	June	1,494	52 13 7	..	..	..	1,494	52 13 7		
	July	1,192	54 9 0	..	..	..	1,192	54 9 0		
	TOTAL	4,901	208 4 10	..	..	..	4,901	208 4 10	* In this district no distinction was made in the statements between adults and juveniles.	

District.	No. of adults relieved.	Amount expended.	No. of juveniles relieved.	Amount expended.	Miscellaneous expenses.	Total No. of persons relieved.	Average cost of relief.	Total expenditure.	Balance.	REMARKS.
		Rs. A. P.		Rs. A. P.	Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	
Allahabad	17,414	871 14 5	16,088	772 10 3	401 4 2	33,502	0 0 9	2,045 12 10	...	Rs. 54-5-2 refunded to Committee.
Banda	131,827	4,747 7 4	...	...	2,315 5 4	131,827	0 0 7	7,062 12 8	570 2 3	
Basti	68,486	4,440 10 7	38,255	1,574 4 3	1,967 13 11	106,741	0 0 10 1/2	7,982 12 9	130 1 8	
Ghazipur	176,263	5,653 12 8	...	...	742 0 5	176,263	0 0 6 3/4	6,395 13 1	...	Rs. 404-10-3 refunded to Committee.
Gorakhpur	115,860	5,083 15 9 1/2	59,289	1,318 4 0 1/2	5,981 15 1	175,149	0 0 7 3/4	12,383 15 11	...	
Hamirpur	92,336	3,606 14 7 1/2	23,183	536 1 11 1/2	2,387 7 5	115,519	0 0 7	6,530 8 0	313 6 7	
Jhansi	4,901	208 4 10	...	...	.....	4,901	0 0 8	208 4 10	...	
TOTAL	607,087	24,613 0 3 1/2	136,815	4,201 4 5 1/2	13,795 14 4	743,902	...	42,610 0 1	1,013 6 7	
					Amount remitted.	No. of families relieved.	Average cost of relief.	Amount expended.	Balance.	
					Rs. A. P.		Rs. A. P.	Rs. A. P.	Rs. A. P.	
Benares (given to sufferers from fire in village Dumdumwa)	...	...	...	...	130 0 0	24	5 1 0	121 8 0	...	Rs. 8-8-0 sent to Basti.
Ghazipur (given to sufferers from destruction of town Ballia by the Ganges)...	...	...	...	...	4,331 6 0	152	3 4 7 5/7	500 0 0	3,831 6 0	Reserved for further relief, after sites for buildings are selected.
Shahjahanpur (given to sufferers from inundation)	...	...	...	...	3,000 0 0	451	6 10 5 1/6	3,000 0 0	...	
TOTAL	7,461 6 0	627	5 14 11 5/8	3,621 8 0	3,831 6 0	

General Account of Receipts and Expenditure

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RECEIPTS.		EXPENDITURE.	
	Rs. A. P.		Rs. A. P.
Subscriptions received by the Central Committee :—		Remitted to or retained by District Officers—	
Agra	799 6 0	Allahabad	2,045 12 10
Allahabad	5,030 3 0	Banda	7,062 12 8
Budaun	2,721 10 3	Basti	7,982 12 9
Bareilly	1,242 8 0	Ghazipur	6,395 13 1
Bijnor	2,269 13 0	Gorakhpur	12,383 15 11
Bulandshahr	1,848 10 0	Hamirpur	6,630 8 0
Etawah	1,137 12 0	Jhansi	208 4 10
Farrukhabad	2,095 0 0		42,610 0 1
Jaunpur	102 0 0	Special Grant :—	
Jalilpur	202 9 0	To relief of sufferers by destruction of the town	
Meerut	10,201 8 0	Ballia by the Ganges, Zila Ghazipur	4,331 6 0
Mirzapur	1,774 0 0	Ditto ditto by inundation in Shahjahanpur	3,000 0 0
Moradabad	2,524 4 0	Ditto ditto by fire in manza Dandumwa, zila	
Muttra	8,520 0 0	Benares	121 8 0
Muzaffarnagar	3,233 8 0	Ditto to Revd. Mr. Hill to support poor-house	
Roorkee	578 13 6	in Banda	900 0 0
Saharanpur	3,367 12 0	Expenses :—	8,352 14 0
Shahjahanpur	1,600 0 0	Clerk to the Committee	250 0 0
		Peon and postage, &c.	38 2 3
Subscriptions collected by District Officers, and retained to meet local requirements :—	49,119 4 9	Balance :—	288 2 3
Allahabad	100 2 0	Amount to be accounted for by Banda	
Banda	1,718 2 11	by Banda	570 2 3
Basti	754 6 5	ditto by Ba-ti	130 1 8
Ghazipur	5,372 6 10	ditto by Hamirpur	313 6 7
Gorakhpur	5,084 10 1	In Bank of Bengal	25,674 1 2
Hamirpur	2,607 10 7	In hands of Treasurer	93 6 9
Jhansi	208 4 10		
Drawn from the Government Treasury in part of the equivalent of subscriptions	15,845 11 8		
	13,036 12 4		
TOTAL Rs.	78,031 12 9	TOTAL Rs.	78,031 12 9

Letter from G. H. M. Batten, Esq., Officiating Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Secretary to the Government of the North-Western Provinces,—No. 82, dated Calcutta, the 25th February 1875.

I AM directed by the Governor General of India in Council to acknowledge the receipt of your letter No. 1 of the 1st of January last, submitting the reports of the Local Officers on the scarcity of 1873-74 in certain districts of the North-Western Provinces, together with a narrative of the scarcity so far as it affected those Provinces—of your letter No. 4 of the 11th of January, forwarding the remarks of the Lieutenant-Governor on the conduct of the Civil Officers engaged in the relief operations—of your letter No. 9 of the 29th of January, forwarding Mr. Elliot's report on the scarcity in Basti—and of your letter No. 13 of the 11th instant, forwarding the report of the Central Famine Relief Committee for the North-Western Provinces.

2. Considerable apprehension was felt by Sir William Muir, who was then Lieutenant-Governor of the North-Western Provinces, lest the unusual deficiency of the late rains in the season of 1873 should occasion an extensive failure of the winter crops; and early in November reports on the state of the crops and the prospects of the coming season were called for from the Local Officers. The information received showed that no scarcity was anticipated excepting in the Eastern Districts, in which there had been a serious failure of the crops.

3. Sir William Muir had successfully dealt with a period of severe scarcity in 1868-69, and the Government of India left to him with confidence the provision which should be made for the distress that was expected to occur; after assuring him that they were ready to give to the North-Western Provinces all the aid which he might require, and authorising him to undertake

* Despatch from Viceroy, to Secretary of State, B of November 12th, 1873.

at once such relief works as he might think necessary.* In Sir William Muir's opinion no considerable difficulty was likely to be felt in dealing with the

† Despatch from Government of India, to Secretary of State, C.I, November 21st, 1873.

when they assembled at Agra at the end of November 1873, that all the precautionary measures had been taken which the occasion demanded.†

4. The fear that the failure of the winter crops of 1873 might be followed by the more serious calamity of a failure of the spring crops of 1874 was removed by

‡ Despatches from Government of India, to Secretary of State, No. 7, January 30th; No. 9, February 6th; and No. 11, February 13th, 1874.

the winter rains which, though late, fell plentifully at the end of January and in the beginning of February.‡ This timely rainfall, to quote the words of the narrative, "was of incalculable benefit, and

"through its influence a year of high prices was substituted for a year of famine." A large spring harvest was secured, and means were thus afforded for meeting the demand for food which arose from the failure of the winter crops. On the 13th of February the Government of India had the satisfaction of being able to inform the Secretary of State that "Sir William Muir had taken every necessary measure for the relief of distress in the South-Eastern Districts of the North-Western Provinces, and that no intimation had been received from him that he would require assistance in the way of supplies from the Government of India in respect to those districts, the prospects of which had, on the whole, been materially improved by the late rains."

5. As the year went on, it became apparent that severe distress would be limited to the northern portions of the districts of Gorakhpur and Basti, where rice constitutes the main staple of agriculture. In the month of March, Sir William Muir deputed a Commission composed of Mr. Simson, Junior Member of the Board of Revenue, Mr. Carmichael, Commissioner of Benares, and Colonel Davidson, R. M., Superintending Engineer, to visit those districts. They recommended that certain remissions of land revenue should be made,—that money should be advanced to a limited extent to grain-dealers, on condition that they would provide a certain amount of grain which should be at the disposal of Government in a part of the country where some apprehension was felt of a dearth of supplies,—and that liberal advances should be made for the purchase of seed-grain. These

measures were adopted by Sir William Muir with the cordial approval of the Government of India. The supply of seed caused at that time much anxiety, which was soon after relieved by arrangements with the Government of Nepal that the prohibition of the export of seed-grain from Nepal should be removed.

6. A Central Famine Relief Committee was established at Allahabad, as well as Local Committees, who were charged with the care and management of the poor-houses which the Collectors were authorised to set up where necessary, and at which cooked food was distributed to those who needed assistance and could not work. The expense of maintaining the poor-houses, and of all charges incurred in relieving the distressed among the higher classes who could not labour on the relief works, was met by subscriptions received from the Public, aided by donations from Government.

7. The distress appears from the narrative to have reached its highest point at the end of March or at the beginning of April 1874, and the measures which had been taken to meet it were judicious and sufficient. In the beginning of April the daily average attendance on relief works in Gorakhpur and Basti was about 80,000. These numbers were not out of proportion to the character and extent of the scarcity.

8. Sir William Muir had directed that the pay on the relief works should be sufficient to enable the persons employed to provide themselves with sufficient food to sustain life, but no more; the amount in money being regulated by the price of grain in the neighbouring markets. The rates of pay given in March were—

For men	6	Gorakhpur pice	a day
„ women	4	ditto	ditto.
„ children	3	ditto	ditto.

Mr. Lumsden, the Collector of Gorakhpur, thinking that these rates, with reference to the season of the year, were so high as to attract labourers who were not in absolute want of employment, reduced them in the second week of April to—

For men	5	Gorakhpur pice	a day.
„ women	4	ditto	ditto.
„ children	3	ditto	ditto.
„ infants	2	ditto	ditto.

The same reduction appears also to have been made in Basti.

9. Sir John Strachey succeeded Sir William Muir in the office of Lieutenant-Governor of the North-Western Provinces on the 8th of April 1874.

10. In the beginning of May Sir John Strachey personally visited the Gorakhpur and Basti districts. He found that during the month of April the numbers employed upon relief works had risen from 80,000 to 219,000, notwithstanding the reduction of the rates of pay, and although there was no reason to believe that the condition of the people had deteriorated, or that there was any dearth of food. It became evident that advantage was taken of the relief works by many persons who were not really in distress. The opinion of Sir John Strachey and the orders which he issued under these circumstances were recorded in his Minute of the 16th of May. The rates of wages on the relief works were compared with the price of provisions, and it was found that they were not unduly high: the only change made in them was the reduction from two pice to one pice a day of the dole to infants. In order to prevent improper advantage being taken of the relief works, the Collectors were instructed to pay wages in food instead of in money, and authorised to order applicants off the works who did not really require assistance. Sir John Strachey took care to prevent the risk of relief being withheld from any one in want; and the power, which was given to the Local Officers at their own request, was qualified by the condition that their orders were to be based “on individual knowledge of the persons or the village, not on general considerations.”

11. The modes of relief applicable to the altered condition of affairs were clearly described in Sir John Strachey's Minute. A more extensive application of the work-house test was provided, and warning was given to the people that relief works would shortly be closed. “Circumstances,” Sir John Strachey remarked, “have greatly altered since the works were undertaken. They were then beyond any doubt very useful and

"necessary works, and it is only lately that the numbers employed on them have become so immense. Owing to the general good outturn of the rubber harvest in a country, only a small portion of which is dependent on a single crop, and to other causes, the people of these districts are undoubtedly better off now than was the case when the works were commenced."

"The Lieutenant-Governor" (Sir John Strachey truly observed in another part of his Minute) "by no means asserts that the arrangements now contemplated would necessarily be sufficient to meet the extreme emergencies of severe famine where it falls upon the majority of a great agricultural population. Such emergencies unhappily exist in some of the districts of Bengal, but they do not now exist in the North-Western Provinces, nor is there at present any reason for apprehending them."

12. The Government of India approved of the orders issued by Sir John Strachey, and the result showed that he had rightly appreciated the situation of affairs. The good outturn of the spring crops, coupled with early* and plentiful rain, soon relieved the pressure upon the agricultural population, and the necessity for any further relief operations ceased. The relief works were closed in June, and all that was required afterwards was a moderate amount of relief dispensed from poor-houses.

* Despatches from Government of India, to Secretary of State, No 32, May 22nd, and No. 42, June 30th, 1874.

13. The relief operations which were carried on in other districts of the North-Western Provinces do not call for any special remarks.

14. The most interesting subject connected with the history of the scarcity of last year in the North-Western Provinces is the analysis of the causes of the difference between the condition of the Eastern Districts of the North-Western Provinces and that of North Behar. Sir John Strachey in his Minute of the 16th of May has referred to some of those causes. The far wider extent of the area of the drought and of the failure of the winter crops—the much greater proportion of the winter crop of rice to other winter crops—the smaller proportion of the spring crops to the food-supply of the year—the longer distance from sources of supply not affected by the drought—coupled, in many tracts, with a denser population—constitute the principal reasons why the distress was far more general and prolonged in Behar.

15. The reduction of the rates for the carriage of grain by railway, and the large supplies of grain sent by Government into the neighbouring districts of Behar, are stated by the Local Officers to have materially diminished the effects of the scarcity in the North-Western Provinces. Some interesting figures are given in the report of the Central Famine Relief Committee as to the trade of the district of Ghazipur. It is calculated that in ordinary years this district imports by rail from 120,000 to 130,000 maunds of edible grains, besides importations by river. From the 1st of October 1873 to the 1st of October 1874 the importations by rail alone amounted to no less than 865,000 maunds. The Relief Committee lay great stress upon this example of the promptness with which supplies are brought forward in India to meet a sudden demand. They truly observe that where, as in the case of Ghazipur, "grain was to be had in foreign markets at rates which made its importation profitable, the rail-road conveyed it to the place where the demand existed, the importers and retail distributors merely extended operations to which they were habituated, and for which the wealth of the district was adequate to supply funds," there can be no necessity for any interference by Government with the provision of supplies. A still more striking instance of this was given in South Behar; about ten times the quantity of grain imported into Ghazipur was poured by merchants into South Behar, and prevented any dearth of food throughout all that tract of country. The necessity of the interposition of Government arose in Orissa in 1866, and in North Behar during the past year, from the absence of all or some of the conditions enumerated by the Committee. The manner in which the demand has been met by an extension of the ordinary operations of trade, where those conditions existed, is very satisfactory: it supplies a valuable confirmation of the opinion which the Government of India have expressed, that the causes which have hitherto rendered interference indispensable on certain occasions will gradually be removed as the means of communication are extended and the wealth of the country increases.

16. The operations of the Central Famine Relief Committee for the North-Western Provinces, as described in their report, were well conducted and successful. It is satisfactory to observe that funds were liberally subscribed, and that there was no need to take advantage of the offer of assistance tendered by the Central Relief Committee at Calcutta. The distress never assumed such dimensions in the North-Western Provinces as to prevent charitable relief being distributed under the directions of the Relief Committees,—an arrangement which was made on former occasions with advantage. The same course was followed in many parts of Bengal last year; it was only departed from in the case of those districts where the scarcity was so widespread that it would have been impossible, without serious risk of failure, to have made use of two agencies for the purpose of dealing with it. I am to request that you will convey to Mr. Justice Turner and to the Members and Secretary of the Relief Committee at Allahabad the thanks of the Government of India for their services, and for their able and interesting report.

17. The thanks of the Government of India are due to Sir William Muir for the foresight and good judgment which he has shown in dealing with the scarcity, as well as for the cordial and valuable assistance which he rendered to the Government of Bengal upon several occasions during the period of greatest difficulty in the Lower Provinces. I am to convey to Sir John Strachey the thanks of the Governor General in Council for the judicious and able manner in which he prevented the measures of relief from being abused as soon as the substantial safety of the affected districts was secured; and I am to express the entire concurrence of the Government of India with the approbation which Sir John Strachey has bestowed upon the Collectors, the Officers of Government, and other gentlemen, European and Native, who were actively engaged upon the relief operations. The experience of the past year in the North-Western Provinces shows the soundness of the means adopted for dealing with a scarcity of limited extent, under circumstances which gave rise to no serious apprehensions of an extensive dearth of food.

ODDH.

Letter from H. J. Sparks, Esq., Officiating Secretary to the Chief Commissioner, Oudh, to the Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 5652, dated 16th October 1874.

In my letter No. 1158, dated the 3rd March, the Chief Commissioner reported the measures which he found it necessary to take in the northern parts of the province in order to avert famine, and I am now to submit a copy of Mr. Capper's letter No. 4586, dated the 5th instant, and its enclosures, showing what has actually been done. These papers speak for themselves, but it may be as well to give a brief summary of what has occurred.

2. *Test works.*—Towards the end of 1873, it was feared that there might be considerable distress in the Fyzabad division, and early in the current year it was apparent that these fears were not groundless. Test works were then started by Mr. Capper, the Commissioner. Not content with the appearance of the country and the people, and the reports that he received of the distress, he took the precaution of directing small works to be experimentally set on foot, rightly judging that if many persons were attracted to the works by the very small wages offered, there could no longer be any doubt that the people were suffering from want and privation.

3. *Fyzabad.*—In the Fyzabad district, though the autumn crops had failed, there was no great distress. Here the people found labor without much difficulty. Some few test works were started, but they proved that no relief works were really wanted, and they were all closed before the end of March; the total expenditure being less than Rs. 3,000.

1. *Distress in Bharaich and Gonda.*—But the number of persons who flocked to the test works in some parts of Bharaich and Gonda proved beyond all question that, owing to previous bad seasons, and the failure of the winter rains in the trans-Gogra districts, help was absolutely required. The distress was confined to tolerably compact tracts. The total distressed area comprised about 2,900 square miles, and contained some 750,000 souls.

5. *Nature of relief works.*—The first step was to determine the nature of the relief works to be undertaken. Road-work was eventually decided on, and the reasons which led to its selection may be given in the words of the Commissioner: "As to the nature of the works to be started as relief works, Sir George Couper from the first had urged on us the utility of works of irrigation. But by this time we had gained by experience some knowledge of the numbers which flocked to every test work that was opened. Wells, as chiefly employing skilled labor, were out of the question, even in those parts where there was a probability of successfully sinking them; tanks, although serviceable in the prevention of future scarcity, required much local knowledge and matured consideration in the selection of their site. Their concurrent construction in numerous places demanded a large skilled supervising establishment of a class which was not available, and the few which could have been immediately commenced would have entailed the assemblage at each of a mass of poor, underfed wretches who would have been to a considerable extent unmanageable in so confined a space, and whose very assembling in the immediate vicinity of a village would tend to the outbreak at any time of an epidemic, which might have the most disastrous effects. It was decided that road-work was the most expedient. By simultaneous opening of several sections of each, work would be offered within reach of the homes of the mass of those employed; the gangs would be distributed, and their supervision rendered comparatively easy; whilst the roads themselves in the then roadless Terai would facilitate the immediate importation of food-grains and stimulate the trade in future. Roads then, with poor-houses along the several lines and at such other places as might be thought necessary, were to form the staple of the relief works. Field dispensaries, with central hospitals and adequate medical superintendence of the gangs, were to be provided; whilst, owing to the deadly climate of the Terai during the rainy season, when work by the acclimatized was liable to be stopped by floods, and superintendence by Europeans and unacclimatized officials was said to be precluded by the endemic fevers, depôts of grain were provided for the support of the people when no work could be done. In Gonda itself provision for 50,000 maunds of grain was made, partly as a measure of precaution, should unforeseen accident occur, or another bad season be in store, but chiefly because the new demand, at any price, of grain for Lower Bengal threatened to exhaust the relics of our maize crop and to carry off the spring harvest so soon as it was reaped. So great was this demand, that the agents of Government or of grain speculators hovered round even our most distressed tracts, tempting the holders of even a few maunds by tenders of cash at previously unheard-of rates to part with their small reserves, and there was no law which authorized direct interference with their action. Fortunately, so far as the rabi crop was concerned, the people realized the danger, and as a rule refused to sell; whilst the thekadars, who generally receive their rents in kind, and who for a consideration had bound themselves to procure and store such stock in excess of their usual stores as was prescribed for each, laid an embargo on the crops of the poorer tenantry, and allowed no sales except to themselves.

"Subsidiary precautions were taken, and amongst others the famine tracts, and those others in Gonda district where intolerable distress was apprehended, were divided into circles, each under the supervision of some local respectability, to whom all village chowkedars and servants of the circle were bound to report all cases of urgent distress, and who was authorized (being provided with means for the purpose) to give discretionary immediate relief, reporting his action to the local delegate of the Relief Committees. Fortunately, although enough cases were thus brought to notice from time to time to show that the machinery was in working order, it never was severely strained and may (tested by results) be pronounced to have been unnecessary."

6. *Roads.*—In the Terai there were but few roads, and it was not difficult to select lines which, while convenient at present because passing through the heart of the country where the distress was greatest, would be of great ultimate utility. An old military path, roughly made during the campaigns of 1858 for patrolling purposes, ran along the Nepal frontier. This could still be traced in places, and it has now been made a useful road. A series of roads, opening out the northern parts of the districts and bringing.

the forest roads into connection with the district communications, were designed and lined out, and these were the first works opened. But in

Supplementary works.

were sanctioned, to be taken in hand if found necessary. Of these may be noticed several tanks, of which two were ultimately undertaken: A "bund" embankment on the Rapti, some 1,200 feet in length, designed to stop a flood which every year submerged some five miles of country. A canal, three miles long, to drain the water from three square miles of swamp. This, it was thought, would not only reclaim some valuable rice land, but would also render that part of the country less unhealthy. Rest bungalows for the inspecting officers wherever they might be found necessary, were also under consideration, but only one was constructed, as the Maharaja of Bulrampur placed at the disposal of the authorities houses in various places, which provided sufficient accommodation for such officers as were not at the time under canvas.

7. *Works undertaken.*—The following tables taken from the Commissioner's report show the nature of the works undertaken in the two districts, the number of persons to whom they afforded labor, and the expenditure:—

DISTRICT.	NAME OF WORK.	Length in miles.	Estimate.	Number of persons employed from commencement.	Amount to laborers.	Establishment and contingencies.	TOTAL.
			Rs.		Rs.	Rs.	Rs.
GONDA	Road from Atrawla to Bulrampur	17½	37,691	610,414	30,180	6,502	36,682
	" Atrawla to Tulsiapur	14½	46,371	561,460	23,259	2,515	30,774
	" Military (Gonda Section)	36	84,312	786,916	41,706	4,117	45,853
	" Chowdri Dee to Khurgupur	31½	58,039	1,222,110	65,039	5,868	64,505
	" Bulrampur to Dkonn	14½	40,315	181,940	10,314	1,463	11,776
	" Karasur to Mankapur	11½	7,533	73,396	4,082	537	4,619
	TOTAL ROADS IN GONDA	125½	2,75,261	3,436,236	1,73,180	21,029	1,94,199
	Tank at Chowdri Dee ... ..	.....	1,568	24,951	1,204	139	1,343
	" Lallia ... ..	.....	2,839	44,165	2,020	197	2,217
	Bund on Rapti at Ghuser Ghât... ..	1,200 feet.	1,060	21,504	1,213	136	1,364
	Canal at Mehnawan	3 miles.	8,730	66,824	3,159	357	3,516
	Total Irrigation work in ditto ... ..	.....	6,497	157,444	7,601	829	8,430
	Inspection bungalow at Atrawla ... ..	.....	1,841	No rolls kept.	1,751	.....	1,751
	TOTAL IN GONDA ... ..	.....	2,93,559	3,593,680	1,82,512	21,858	2,04,370

DISTRICT.	NAME OF WORK.	Length in miles.	Estimate.	Number of laborers employed.	Expenditure.
			Rs.		Rs.
BHARAIKH	Road Bharaikh to Nanpara (Jingraghat)	1	5,755	52,980	3,759
	" Military (Bharaiikh Section)	15½	24,032	2,80,570	18,135
	" Gobhapur to Bhinga with Sahelwa Branch	9	9,016	91,117	6,571
	" Bhinga to Lachmanpur	8½	4,109	45,170	4,100
	" Lachmanpur to Mathura	5	2,262	22,421	2,262
	" Piprahat to Ekona	13½	5,592	51,106	4,953
	" Bhinga to Nanpara	26	33,565	1,58,409	13,910
	" Piprahat to Charda	32½	24,359	53,631	8,410
	TOTAL BHARAIKH	106½	1,09,573	7,59,046	62,300
FYZABAD	Repairs	5½	3,000	57,239	2,997

Altogether in the whole division 4,409,965 persons were employed for one day at a cost of Rs. 2,69,667, being about one anna two-half pie per head, including cost of gang supervision.

8. *System adopted.*—In carrying out these works it was arranged that the works generally should remain under the supervision of the Commissioner, and be constructed by gangs working under and paid by the Deputy Commissioners; the surveys, marking out and measuring up, and purely professional supervision of works in progress, as well as the preparation of the regular plans and estimates, being entrusted to the officers of the Department Public Works. Other proposals had been made. It had, for instance, been suggested that Government should utilize the skilled and able-bodied labor which in times of

distress can be obtained at lower rates than usual by employing them on remunerative works, while all other distressed persons should be fed by charitable relief. But the great object in view was not to get the works done cheaply, but to avert distress;

and it was held to be far better to take on at the works every one who was willing to give a day's labor for a day's food, than to employ the able-bodied only, and feed the rest in idleness.

9. Doubtless it would have been easier to organize and supervise gangs of skilled and able-bodied laborers. But it would have been disheartening to them to find that advantage was taken of the hard times to get their labor at a cheap rate while their neighbours ate the bread of idleness, and for a naturally lazy people it was considered that it would not be good to give away much in charity. Many would doubtless long continue to come for a day's food given gratis, who would not linger on the works a day after they found they could find more remunerative works elsewhere. Moreover, they would in future take less trouble with their crops if they knew that at the worst they would be fed by Government. The system adopted after due consideration had this advantage—that it taught the people that the authorities would help those who helped themselves.

10. *Work carried out by mixed gangs.*—The works were accordingly carried out by mixed gangs, every one who was willing to work being allowed to do so. The gratuitous distribution of alms to persons able to work was avoided, and the following three points were kept steadily in view:—

- (1) That so far as might be possible, men were not to be attracted from their agricultural avocations.
- (2) That to ensure this, the wages of labor were to be kept so low as to provide food, but not tempt those who could by any other means obtain it.
- (3) That these wages were to be paid daily, either in money or kind.

11. *Mode of payment, &c.*—As to the mode in which the laborers were employed and paid, the Chief Commissioner cannot do better than let Mr. Capper speak for himself: "All comers willing to work at our rates were to be received, and work was to be allotted to each class according to their capacity. They were to be formed into gangs some miles apart to avoid overcrowded encampments, and to bring the work as far as possible within daily reach of the laborers' homes."

Sanitary arrangements were duly seen to, and a field hospital and a few movable huts were attached to each gang. All moonshees and mohurrirs were provided with lithographed copies of vernacular instructions as to laying out and constructing the road, soils to be selected or avoided, digging side-drains, dressing the roadway and slopes, mode of payments, their own duties towards their superior officers and subordinates, and their relations to the supervising establishments of the Department Public Works. Those incapable of even light work were to be received and fed on the works, pending the orders of the proper officer. With him it rested to determine whether such should be maintained at their homes, removed to a poor-house, or sent to a central hospital.

As to the actual working, Mr. Maconochie, Deputy Commissioner of Gonda, states that "over each gang there was a mohurrir to keep accounts and to take care that the necessary funds were available for daily payments; a supervisor of works who apportioned and overlooked the works of each sub-gang, and appointed assistant mohurrirs and mates according to the numbers who flocked to the works. As a rule, each assistant mohurrir had 220 persons under him told off into four sub-gangs of fifty-five persons each, five being skilled diggers, the fifty unskilled hands. There were two mates to each sub-gang, one of whom was required to be able to read and write either Hindi or Persian, and keep the roll of workmen. This man between 7 and 8 in the morning, after marking down all in attendance, made up his account and delivered to the assistant mohurrir a total showing the number of persons present in each class and the amount of money required to pay them. After the assistant mohurrir had checked up the returns of his mates, he made up a similar total for the head mohurrir, who, after receiving the accounts of all his assistants, made up the accounts of the whole gang. He was expected to have made over by 3 P. M. to each assistant mohurrir the money required to pay each sub-gang, and the mohurrir distributed this to the head mates, who, when the order to leave off work was given, seated their sub-gangs according to

their order in the nominal roll, and after the number had been tested, the order to pay was given, and each person received his wages for the day."

Under the system of simultaneous payment of sub-gangs, it was as easy to pay Rs. 5,000 as Rs. 500, and the people were off to their homes before dark. But the preliminary difficulties in procuring a regular supply of pice or of grain on the different sections were very great. They severely taxed the energies and strained the authority of the Deputy Commissioners and their staff, and had the works been entrusted to the Department Public Works, any arrangements that could have been made by them must have broken down, and they would have called upon us to find the cash, the change, and the accountants. It is known from practical experience how tedious is the operation of paying in grain, and it is not surprising that Mr. Maconochie stopped it as soon as he could. But both he and Mr. Chapman found at first that it was much easier to procure maize at 15 or 16 seers per rupee, than to get an adequate supply of copper coin, although it was not easy to get the grain.

The Government coinage was unknown in the Terai, the circulating medium being the lump of copper known as Goruckpuri pice, valued generally at 20 gundas of 4 to the rupee, and there was but a scant supply of these. The stock of copper coin in the district treasuries was, in the face of such a demand as this sudden and unexpected one, ludicrously inadequate, and emergent indents on Lucknow and Fyzabad produced but little. Meanwhile, speculators became alive to the demand, and the price of Goruckpuri pice rose so rapidly, that when the Government pice arrived, the two coinages became current at the same rate, 4 to the anna, or 16 gundas to the rupee. This had, however, its advantageous side. At each work, as far as possible, a banian was induced to settle, and although some came with great reluctance and very small stocks, the more enterprising soon discovered that it was a very good business. Government, the work-people, or the neighbouring villages took at once every ounce of grain that they could produce, and the daily re-sale of the coppers which they received from the people to the works gave them a very handsome profit. In consequence, their numbers and their food-supplies rapidly increased, till at last in April small baiparis, travelling grain-dealers, who were taking grain to Nawabganj for boat exportation to Bengal, found it worth their while to bring their three or four carts to our distressed Terai, and every work had its banians no longer pressed but voluntarily attending.

The system and the measures for organizing and maintaining the people worked well, though at the cost of great labor and anxiety to the European officers, and incessant labor and worry to their supervising subordinates.

12. *Wages*.—No man, woman, or child ready to labor was turned away. Every person willing to work was employed, and many came, not only men, but women and children also; "and yet," to quote Mr. Capper again, "the pay given was very small, and the actual measurements by the Department Public Works show that there was a very fair tale of labor exacted." The wages at first starting were—

			A.	P.	
For skilled diggers ..	...	...	2	0	daily.
„ unskilled ..	...	...	1	6	„
„ adult carriers ..	...	...	1	0	„
„ children ..	...	..	0	9	in Gonda.
„ children according to age ..			from 1	to 3	in Bharaich.

About the third week of February Mr. Maconochie found "that these rates were above the ordinary rates paid in villages to unskilled diggers and common coolies, and feared that they would attract the whole population to our work." He proposed to give in future—

			A.	P.	
Skilled diggers ..	...	...	2	0	a day.
Unskilled „ ..	...	...	1	0	„
Adult carriers ..	...	...	0	9	„
Children between 12 and 17 years ..	...	...	0	6	„
„ under 7 years ..	...	...	0	3	„

The Commissioner had written to Mr. Chapman, who was in charge of the Bharaich sections of the military road, that if he had any reason to believe

that the people preferred our work and pay to working in the fields, he was to reduce—

			A.	P.
Diggers to	...	...	1	0
Adult carriers to	...	...	0	9
Children to	...	...	0	6

And on the 25th February he had announced the reductions. At the conference of the 2nd March, Mr. Maconochie's rates were unanimously adopted. The first rates were a little too high, for, when reduced, some persons left the works, thus proving that they were not in absolute want. That the wages afterwards given were not too attractive, is shewn by the fact that no sooner did rain fall in June, than the people began to leave the works in large numbers.

13. *Alms.*—The amount spent in affording relief to those who did not work was comparatively small. On this head the Commissioner writes: "As might be expected under our system, the number of persons who received gratuitous relief was but small." In Fyzabad the aggregate up to 24th April was only 1,114. At Bulrampur a large poor-house, supported by the Maharaja, fed from 250 to 300 daily, and as that public-spirited gentleman took upon himself the charge of the poor of his estate, including our special poor-house at Tulsipur, only 29,871 persons at the Atrowla poor-house were charged to Government.

14. *Medical arrangements.*—It was feared that disease might break out among some of the gangs employed on the relief works, and that the privations they had undergone might render the people especially liable to any epidemic disease. Rules were therefore drawn up laying down the procedure to be followed in the event of an outbreak of cholera or other epidemic; and some extra medical subordinates were sent to each district. Fortunately, the health of the people was on the whole good, and there was no occasion to test the efficacy of the arrangements that had been made.

15. *Works completed.*—Of the works that were undertaken, some remained unfinished when the time arrived that relief was no longer needed. Of the work that has been done, Mr. Capper writes as follows:—

The work completed was, in Bharaich—

New roads constructed—

				Miles.
Bhinga to Gobbapur	...	...	...	5 $\frac{3}{4}$
„ to Lachmanpur	...	...	...	8 $\frac{1}{2}$
Lachmanpur to Muthura	...	...	...	5
Pipraghât to Ekona (part)	...	...	...	6 $\frac{1}{4}$
„ to Charda	...	...	...	14

TOTAL ... 39

Old roads widened and raised—

Military Road ..	...	...	...	15 $\frac{1}{2}$
Pipraghât to Ekona (part)	...	...	...	7 $\frac{1}{2}$
Bhinga to Nanpara	...	...	...	13

TOTAL .. 36

TOTAL ROADS CONSTRUCTED ... 75

Leaving incomplete—

Pipraghât to Charda	...	...	...	18 $\frac{1}{2}$
Bhinga to Nanpara	...	...	...	12
Pipraghât to Ekona	...	...	...	$\frac{1}{2}$

TOTAL ... 31

In Gonda the work done was—

New roads constructed—

Chowdri Dee to Khargupur	...	...	...	20
Atrowla to Tulsipur	...	...	...	14 $\frac{1}{2}$
Mankapur to Karasur	...	...	...	7

TOTAL ... 50

Old roads widened and raised—

Military Road...	...	...	...	36
Bulrampur to Ekona	...	...	...	9
Atrowla to Bulrampur	...	...	...	17 $\frac{1}{2}$

TOTAL ... 62

TOTAL ROADS CONSTRUCTED ... 112

Leaving incomplete—

Chowdri Dee to Khargupur	...	...	...	2½
Bulrampur to Ekona	...	...	...	5½
Mankapur to Karasur	...	...	...	4½

TOTAL ... 12½

Showing a summary of works completed in the division—

New roads constructed	...	...	...	89
Old roads straightened, widened and raised	...	...	...	98

GRAND TOTAL ROADS CONSTRUCTED ... 187

Besides two irrigation tanks, one drainage canal (part), and one river embankment, at a total expenditure (not including compensation for land taken up, pay of Public Works establishment, and a few miscellaneous items) of not more than Rs. 2,75,000.

16. *Cost.*—The accounts not having been finally closed, the exact cost cannot be given, and the Commissioner's figures, which have been checked by the Controller of the Department Public Works, seem to be rather under the mark. Approximately, the cost on relief works has been—

			Rs.
Works	...	...	2,98,868
Establishment	...	...	17,866
Tools and plant	...	...	868
TOTAL	...	...	3,17,097

To these figures must be added the sum of Rs. 90,000 spent on the storage of grain, and a sum of Rs. 1,25,000 advanced for a similar purpose. The lakh and a quarter last mentioned will be recovered, as will also the greater portion of the Rs. 90,000. Taking these sums as expended, the total cost of the relief works has been Rs. 5,32,067. But all accounts have not been received, and there will be some charge on account of pay of hospital assistants, cost of medicine, &c. The total cost may be reckoned as 5½ lakhs. But this sum has not all been given away. The greater part, if not all, of the money expended on storage of grain will be recovered. Allowing for loss, 1½ lakhs should at any rate be recovered. The works that were undertaken were useful works. At ordinary rates they would have cost about Rs. 1,36,604; so that all that can be fairly said to have been expended on this account on pure relief is Rs. 1,80,493. As far, then, as can be judged from accounts not finally closed, the expenditure stands thus—

			Rs.	Rs.
Cost of relief works	...	...	3,17,097	
Cost of grain	...	...	90,000	
Advanced for storage of ditto	...	...	1,25,000	
Contingencies and charges not yet brought to account	...	...	17,903	
		TOTAL	...	5,50,000
DEDUCT—				
Value of work done	...	...	1,36,604	
To be recovered on account of grain	...	...	1,75,000	
				3,11,604
		BALANCE	...	2,38,396

The exact figures will be submitted hereafter. Those given above cannot be far wrong, and the Chief Commissioner does not think it necessary to delay this report in order to be absolutely precise.

17. *Quality of work.*—The rates at which the work was done were necessarily high. Many of the laborers were women and children. Many of the men were infirm. The work was carried on at a time of year when the clayey soil had become as hard as stone; and much was done which, under ordinary circumstances, would not have been commenced before the rains. All this has added to the cost; but though the rates were high, the work done was good, and the Engineer's report shows that though a considerable portion of the country has been flooded during the late rains, little or no damage has been done to the new works.

18. *Summary.*—Briefly, owing to previous bad seasons, want of rain and a severe frost, the population of some 2,900 square miles were early in the year on the verge of very great distress, which, but for Government aid, would have culminated in famine. Relief works were undertaken, on which four million and a half people worked for one day: this must represent at least 50,000 persons who were paid for their work; and besides these there are others who have received charity and who have been assisted with advances.

The wages offered were so low that it may be safely held that none came to the works who were not in want, and the ultimate cost to the State of the relief that has been given will be something under two lakhs and a half.

19. In conclusion, the Chief Commissioner trusts that these operations, taken as a whole, will not be regarded as unsatisfactory. They have not been accomplished without much personal sacrifice; one valuable life has been lost, and others have broken down under the effects of exposure in that pestilential climate at the most trying time of the year; and Sir George Couper would submit that the services of Mr. Capper, and of the officers whom he has mentioned in his report, especially Messrs. Maconochie, Chapman and Hodges, as well as of the Maharaja of Bulrampur, are deserving of the acknowledgments of His Excellency the Viceroy in Council.

P. S.—The return of the original maps is requested when no longer required.

Copy of a letter from W. Capper, Esq., Commissioner, Fyzabad Division, to the Secretary to the Chief Commissioner of Oudh,—No. 4586, dated Fyzabad, the 5th October 1874.

I have the honor to submit for the information of the Chief Commissioner, my report on the operations found necessary for the prevention of famine and the relief of distress in this division during the first nine months of 1874.

2. In the administration report of 1872-73 and other correspondence, I had drawn a gloomy picture of the prospects of this year. I had pointed to agriculturists ruined by a succession of bad harvests, plough cattle dead of murrain, food-stocks exhausted, rents uncollected, and lands resigned; and I anticipated that, should this prove another year of bad harvests, the breakdown would be general. It happened that the rainfall was much below the average and quite insufficient, so that when the rains ceased prematurely on the 6th September, and the usual downpour in the first fortnight of October entirely failed us, great anxiety was felt as to the condition of the kharif autumn crops and the prospects of the cereals which form the bulk of the great spring rabi harvest. To ascertain the real state of things, I, in the third week of October, went on tour in the Fyzabad district, Mr. Maconochie, having already started in the Gonda district, and the Bharaich district officers soon afterwards were also under canvas.

3. It was soon ascertained that in the greater part of the Fyzabad and Gonda districts there were but small stocks of food-grains in the hands of the agriculturists or village traders; that, owing to the impossibility of collecting rents, revenue defaulters would be numerous; and that where payments had been enforced, the demand had too often been met from loans borrowed at ruinous interest; that a smaller area than usual had been prepared for the rabi crops, whilst, where the principal kharif crop was rice, its failure had already caused distress.

4. In Fyzabad, the poorest classes had found work, on the wages of which they lived, for there had been a great demand for labor for irrigation, as many fields had to be flooded before the rabi could be sown, and neither cane nor young crop could exist without water; but in large tracts of the Gonda district, where irrigation is not generally resorted to, their sufferings had commenced. It was even then clear that, under any circumstances, there must be considerable remissions and suspensions of the land revenue demand, and that should the Christmas rains fail, the position would be very critical.

DISTRICT.	Area in square miles.	Population	Revenue demand.
Fyzabad ..	1,681	10,22,770	8,78,154
Gonda ..	2,745	11,66,615	11,18,117
Bharaich ..	2,710	7,74,640	8,48,718
TOTAL .	7,136	29,64,025	28,44,989

5. Before proceeding it may be as well to note here, that the Fyzabad division is made up of the districts of Bharaich and Gonda lying to the east and north of the Ghagra, and Fyzabad to the south, with a population of three millions. Roughly speaking, its northern boundary marches with the Nepal territory, whilst on the east it adjoins Busti and Goruckpur, its extreme south-east corner resting on Azimgurh and Jounpur districts of the North-Western Provinces.

The conditions of the two northern districts differ materially from those of Fyzabad, whilst the physical features of the former are largely determined by the course of the Ghagra and the Rapti, modified in Gonda by that of the Tehri nulla.

6. The belt of the table-land, which in Bharaich forms the water-shed of these two rivers, and is raised at places some forty feet above the level of the country on each side, is in Gonda bounded on the north by the Kuana river, and on the south by the Tehri, and is known generally as the Uperhar.

To its north the country lying between the Rapti river or Kuana river and the lower range of hills is known as the Terai; whilst the Ghagratie valley to the south consists naturally of Terwaha or low-lying lands.

7. The features of the Terai resemble those of the northern parts of Busti, Champarun and Tirhoot, whilst those of the Ghagratia valley are not dissimilar from those obtaining in the half of the valley lying on the right bank of that river, the Uperhar tract presenting features peculiar to itself. In all these divisions the spring crops, where sown, are much the same, but the autumn crops are different.

In the Terwaha, maize and millets are chiefly grown. In the Uperhar, maize and early rice are the principal staples (I quote from Mr. Maconochie), whilst the late rice is grown only when a depression in the ground retains the rain water to a comparatively late period. In the Terai, more especially in the large tract lying north of the Rapti river, the late rice is the main product and that on which the people chiefly depend. Both kinds of rice are sown when the rains of June set in—the early or inferior kinds broadcast in the fields, the finer kinds in beds especially prepared. The former should be harvested in September or October; the latter, the plants of which are transplanted when some 10 inches high, in December. This transplanting is described as laborious in the extreme. The fields have been previously well ploughed, and are at least ankle-deep in water before work is commenced; so that men, women, and children have to work under a blazing sun up to their knees in water and slush.

If the rains are favorable, the return is great; if the season is adverse and rains prematurely cease, no crop yields so poor a return. In addition to the precarious nature of this crop the climate of the Terai is notoriously unhealthy, and the nature of the employment renders the cultivators peculiarly subject to attacks of fever, which not only carry off considerable numbers, but greatly debilitate the survivors.

8. As to soils, that on the right bank of the Rapti is chiefly a rich loam, friable and easily worked. North of that river is a stiff, untractable clay, resting on a sub-soil of fine sand; whilst the whole of the Ghagratia plain consists of alluvial soils of various dates, in many parts, more especially in the north and in the valley of the Sarju, fertilized by deposits of soil left by the retiring floods.

As a broad rule, the Terwaha lands are most remunerative when the rainfall is rather below average. Their staples,—maize, millets, kodo and pulse,—do not thrive if the fields are flooded after they are sown, and the lands lying low retain moisture for some time. The Uperhar lands do best with moderate rain; but in the Terai, “so long as floods are staved off, any amount of rain can be taken without injury, and the later it falls the better for the fine rice,”—whilst drought not only means the failure of this crop, but renders all ploughing for the spring crops impossible.

9. Early in December, so far as I could gather from personal observation and the reports of the district officers, the state of the crops was this: The maize and millets in the Terwaha parganas from the north-west corner of Bharaich towards the south-east of Gonda (as far as they were sown) had done well, but owing to the scanty rain only 80 per cent. of the usual area had been prepared for the spring crop.

The maize of the Uperhar was fair, but the early rice, save in localities where the ground surface was exceptionally depressed, had failed; there was no winter rice, and one-third of the land usually under spring crop lay fallow. In the Terai the failure of the rice crops was general and complete, whilst including “arhar” not half the usual rabi crop was sown.

Mr. Maconochie, the Deputy Commissioner of Gonda, wrote that “unless we had good and early winter rains, the distress in the district would be very great indeed; the tanks were all empty, and although the people were digging kacha wells to the best of their ability through the greater part of the Tulsipur and Bulrampur Terai parganas, which had suffered most, kacha wells could not be dug at all, by reason of the depth at which water is procured, and the extremely sandy nature of the sub-soil.”

From Bharaich the officers who had been chiefly in the centre and southern parts of the district reported no immediate cause for alarm, but a very pressing need for early rain and a diminution by one-sixth of the usual rabi area; whilst in Fyzabad I had seen for myself that complete or partial failure of the rice crop was general, perhaps most complete in the Birhar pargana; that much rabi land was lying fallow, and the water in tanks and ponds was exhausted; that the long-continued drought had apparently seriously injured the sugarcane, and though “arhar” looked remarkably strong and well, the young wheat, barley, peas and gram on the unirrigated lands were very weakly.

10. It was at this time that His Excellency the Viceroy visited Oudh, and probably impressed by the reports he had recently received from Bengal, enquired carefully as to our prospects. So far as this division was concerned on the occasion of his visiting Fyzabad, I felt justified in stating that, though there was distress, there was no immediate prospect of famine, and that if the Christmas rain were copious and early, the difficulties would not be greater than could be dealt with by the Collectors, under the orders of the local administration.

11. Measures to relieve the more pressing difficulties of revenue payers and their tenants were adopted with the approval of His Excellency; others were provisionally sanctioned. It was understood that in case of emergency, a very full discretion was left to the Chief Commissioner; and divisional and district officers were given to understand that, should the prospects become more gloomy, and exceptional measures be deemed necessary, they were authorized to act on their own responsibility, subject to immediate report to their superior officer; and that though they were expected to act with discretion, no life was to be lost which reasonable energy or forethought could save. The Deputy Commissioner of Gonda had, with my full approval, instructed Mr. Hodges, his district engineer, to prepare plans and estimates for a good road from Ekona to Atrawla *via* Bulrampur, and other projects were discussed and settled; so that if the December rain failed, and relief works had to be started, we might be ready to start work and feel the pulse of the distress.

12. The December rain did fail, and having directed the Deputy Commissioner of Fyzabad to start a test relief work at Baskari, in the Birhar pargana, I hurried to the Terai, where I had during my December tour appointed to meet the Deputy Commissioner, should this contingency occur. Passing over the "Terwaha" low-lying villages of Gonda *en route*, I was beset alike by landlords and tenants; the former pleading utter inability to pay the revenue instalment then due, the latter pointing to the fields and calling on the Government to save their children from starvation. But the arhar looked wonderfully good; the cane, said to be dried up, seemed as if a deal of vitality was left, and the cereals, though stumpy, lifted their blanching spear points to the sun as if determined yet to make a good fight for life, and to be well able to do it. Admitting that the crops on poor, high, unirrigated lands were lost, I took comfort from the thought that much of the unsown area consisted of such lands as these, and that after all, with the morning dews then falling, with rain perhaps still to fall, the crops I saw might suffice to feed the people, if not to pay the rent. In the nearer Uperhar tract I found the arhar still better, and sturdy plants of gram thriving, though small, which without rain would be seedless, but with water might yet do well.

I did not realize then what the entry in my diary of the 7th January really meant.

7th January: Very cold and sharp frost; bad for arhar.

I dwelt on such entries as in the morning on 10th—"Clouds promised rain, but none came. It is again clouding over, and the cold has gone;" and on the 11th—"Signs of rain are good."

I was then near Atrowla, with distress around us no doubt, but hardly prepared for a Brahmin co-sharer of a village through which we were passing in the evening complaining that he and his family were *starving*. A very cursory inspection was sufficient to prove this to be the case, and they were duly cared for.

13. On the 8th, orders had been issued to start the work on the Atrowla and Bulrampur road, and on the 12th the plans, &c., prepared by Mr. Hodges had been sent to the Chief Commissioner for sanction.

A second road in the Terai, from Atrowla to Tulsipur, was projected, and by the 15th the line was roughly laid down; and leaving the Deputy Commissioner, I proceeded on a tour through the Tulsipur Terai pargana, during which I saw nearly every village. To the east, in the Bhauma sub-division, adjoining the Busti district, they had had rain sufficient to save a low average rice crop, and that part of the district was safe. The north and west, as in the adjoining parts of the Bulrampur pargana, were waste. Mr. Benett, Superintendent of Encumbered Estates, has elsewhere recorded of a similar portion of the district: "It is not easy to give any idea of the disheartening spectacle which met our eyes; the whole of the winter rice was dried up, and where I had two years before seen miles of luxuriant verdure, there were now a few withered stalks, given over to the half-starved cattle. Jheels, where I had shot snipe last March, were as dry as a road in June, and the iron soil had resisted all attempts at ploughing for the spring wheat and pulses. The few wells were occupied day and night in the irrigation of the land round the village site, but the prospect was gloomy beyond my powers of description."

14. The population here is sparse, less than 330 to the square mile, and the villages are small. Malaria is endemic, and there are few inhabitants above the class of ordinary cultivators living from hand to mouth without the smallest accumulated capital, and, like all men living on rice cultivation, idle in the extreme. Several villages seemed deserted; in many others, only old women and mothers with their children were to be seen. The men were said to have gone to Nepal, or elsewhere, in hopes of food or work. Those who remained behind were living on cakes made of the tendah tree fruit, about the size of a small peach, and of yellow color. They had no grain. As we neared the forests, a good portion of the absent population was accounted for—men, women, and children eagerly searching for fruits and edible roots. Everywhere the people seemed encouraged by our visit, for I was generally accompanied by Lala Ram Shunkar, an able and energetic agent of their landlord, the Maharaja of Bulrampur, and received with undisguised joy the news that relief works would at once be opened in the neighbourhood of their homes. On the 25th I met the Chief Commissioner, Sir George Couper, who was hurrying up to Bulrampur in the distressed districts. But on the 23rd we had had a small but steady fall of rain, and on the 30th we had more, and I was anxious to see further for myself the condition of the people. So on the 31st, having taken the Chief Commissioner's orders on the various measures to be hereinafter detailed, I left for the northernmost part of the Gonda and Bharaich Terai, whilst the Chief Commissioner moved through it by a line further south. On the 1st February there fell heavy, steady rain, which was evidently general, and which eventually saved a considerable portion of the cereals, grain and the more valuable crops, but the fine "arhar" crops throughout the Gonda and Bharaich districts, and in some parts of Fyzabad, had, except in a few exceptional places, been destroyed by the frosts of January 7th to 10th, and in a few days afterwards large tracts of country were further wasted by partial, but exceptionally heavy, hail-storms.

15. I found the remaining part of the Gonda Terai in much the same condition as that which I had visited. The rabi area was perhaps less, and as more time had passed without relief being afforded, the physical signs of suffering were intensified; and although I saw none dead from actual starvation, there were ugly stories told, and I was shown a hut in a solitary hamlet whence, it was said, the corpses of a mother and three children had been removed: a haggard old cow-keeper, the sole inhabitant, confirmed the story, saying that the husband had left with the other men in search of work, the mother took fever and became insensible, and so she and her children died.

16. Crossing into the Bharaich district, I met the Assistant Commissioner, Mr. Chapman, who had been sent hurriedly to the north when it was found that distress was serious in Northern Gonda, and who was enabled to report that though there was scarcity in the North-West, there was no present fear of actual famine, owing to the success of the maize crop. At Bhinga it was found that the kharif crop had failed throughout the Durgapur tract, and that in those portions of it where two crops were raised, the area sown with rabi spring crops was very exceptionally small. Colonel Shaw, the Deputy Commissioner, was accordingly left there on the 7th February, with powers at his own request to start emergent relief works wherever and in whatever form he thought it necessary. Mr. Chapman proceeded with me through the forest northwards. About Gobbapur (to use his words) "there were visible on every side alarming signs of serious distress bordering close on actual famine," and he was completely taken by surprise.

17. Pushing on to the Nepal frontier at Baghora Tal, we ascertained beyond doubt that the stock of grain was almost *nil*, and that the failure of rice crop (except in the vicinity of Hempur, close to the Baghora Tal) was so complete, that there had been no attempt to cut it; the cattle had been allowed to graze it down. And the "arhar" crop stood frost-bitten and dry. Contrary to custom, attempts had here and there been made on patches of land in the immediate proximity of the houses to grow barley, single or mixed, with wheat and gram. But these crops were thin and stunted. Although saved by the recent rain, the area they occupied was insignificant, and it was ultimately only vigilant watching all night and every night by a totally disproportionate number of men against the ravages of wild animals from the neighbouring forests that secured a very small return from a very poor crop.

18. Mr. Chapman reports that "the people, patient and long suffering to a degree, endeavoured in every way to economize their small stock of food. They could be seen in the early morning trooping from their villages towards the forest (some of them going 10 or 12 miles), where they spent the day in digging up roots. In the evening they returned, steeped these roots in water, beat them well, and separating the fibre, mixed the smaller particles with ordinary grains to eke out the stock." I observed that the most valued root was that of the peen kajur, a sago palm, and of course those who obtained the granular sago had a nutritious article of diet; but the quantity of this in the roots of each tree being small, this sago was in but a fractional proportion to the pounded wood and bruised fibre with which men, women, and young children satisfied the cravings of hunger at the cost too often of very serious diarrhoea. The forest at that season supplied little else but roots, for the tendh and other winter fruits and berries were over, and the sâl seed was not ready.

19. In this roadless country much being swamp, almost impassable from the recent rain, we had completely outmarched our baggage; so, having during our compulsory halt thoroughly examined all the surrounding country, and having roughly initiated Mr. Chapman into the first principle of road-making, I left him to start, as he could, relief works on the line of the old military road from Baghora Tal to the Gonda boundary, and myself moved north-west through the forests on the Bakla river.

20. Mr. Chapman writes in his official report: "It is painful to record that distress and scarcity had got the start of us. Although the people were not actually dying of starvation, still there was every probability, were aid much longer withheld, that numbers would die; that others would be enfeebled in strength and stamina to such an extent as to render subsequent aid of little avail, and render them an easy prey to any epidemic that might ensue, even if the population of the Terai, as it is inadequate for the proper working of the culturable area, did not emigrate *en masse* to Nepal, the frontier of which is most invitingly close at hand." There was no time to make elaborate preparations to meet the enemy, which threatened the depopulation of valuable estates, and consequent loss of revenue, general demoralization, disease, and death. There were no works of public utility on hand sufficiently near to render it possible to transfer to them those most urgently in need of aid, and thus relieve local pressure; nor could I waste valuable time and stand by and see if the great and urgent demand for food would not tempt speculators and merchants to import. Not a day was to be lost if the people were to be kept together, and the simplest measure one could adopt was to supply them with work in their own neighbourhood, and pay them as might be found convenient in grain or cash wages, which might enable them to procure grain.

21. My camp reached Kakadari; and in that group of malarious villages fringing the forest, I learnt how gaunt and emaciated human beings can be and yet live. Distinctions of classes seemed broken down. Thekadars, men farming villages, from the lord of the manor, to whom the cottagers look for food-supplies and loans when in distress, presented the same fleshless limbs, staring eye-balls, and wolfish faces as the poorer class. Women of all castes seemed weirdly and preternaturally old, and spoke with strange indifference of children dead and dying. Shaking with fever, with voices strangely hollow, the spokesmen of the ghastly groups told one and all the same sad story: "No grain in store; no rice harvest; no rabi sown; no meal for the day, and no money to procure one;" and then, with that calmness of resignation which so often marks their lymphatic race, they add "that failing help from Government or God, their time had come, they would lie down and die." I knew now what Mr. Benett meant when he wrote of others in the Gonda district, that "their gaunt looks made him miserable and were likely to haunt him as long as he lived."

Convinced that death was very near these few hundreds of people, for their few cattle did not give them food, and there was not a shop-keeper or grain-store in the place, I was comparatively helpless. Every man and every coin of public or private money which I could

spare I had left with Mr. Chapman, or on other important work ; I was almost alone in the most inaccessible parts of the district, where European officials were unknown. Fortunately, at a comparatively short distance a new bazaar had been founded on the farther side of some difficult country by a grantee, and I was enabled to make sure of the people being thence supplied with sufficient to keep body and soul together till help should come from Mr. Ponsonby, of the Forest Department, or the Maharaja of Bulrampur, to both of whom I wrote. How nobly and promptly Mr. Ponsonby and his superior officer, Captain Wood, responded to the call will be seen hereafter ; and having done this, I hurried on to finish my inspection, and report to the Chief Commissioner its results.

22. Fortunately, I had seen the worst. Getting clear of the forest and swamps, I emerged on the Charda plains ; and here, though there was scarcity and much distress, owing to the general failure of the rice crop, the extreme distress was localized, and between such localities lay groups of other villages, in which, owing to the difference of soil, greater energy of the people, or capabilities for irrigation, some kharif had been garnered, and the rabi crop, although not often exceeding half the usual average, had been wonderfully invigorated by the late unexpected rain ; and so proceeding, when on 13th February I reached Nanpara, and received my reports from all quarters of the division, I found with thankfulness that the area in which we had to combat *famine actually* imminent was compact and limited, and that, speaking generally, although hard work and ceaseless anxiety for officials, and great distress and suffering for the people of other parts, must exist during eight weary months that had to pass before the next kharif was gathered in, yet if the rains were early and sufficient, we might reasonably hope that our troubles would not culminate in general famine.

23. On the 13th February I joined the camp of Sir George Couper, the Chief Commissioner. That officer, ever sensitive to rumours that concern the prosperity of the province and the well-being of the people, had, on the 11th January, written from Sultanpur that in that district the rumours of impending distress were unfounded ; that if he found (as I had reported), owing to the few local showers that fell in Fyzabad district in the first week of January, there was no sufficient cause for anticipating actual famine in Fyzabad, he should hurry on to Gonda, and thence meet me at any part of the distressed tract. He directed me by no means to leave the Terai to meet him as a formality, and assured me, with a few words of hearty approval, of the part of that assistance and support which I gratefully acknowledge he has ever since cordially and earnestly afforded. He had since then written almost daily, giving judicious instructions as to our proposed measures, and according preliminary sanction where necessary to plans and the necessary establishments. He had now passed through South Gonda and a large portion of the Uperhar and Terai lands of Northern Gonda and Bharaich, and had seen for himself both the crops and the people.

He had consulted with district officials of all grades and the principal and more intelligent talukdars ; he had learned the views of his professional advisers as to the general principles on which relief works should be conducted, and had weighed our views as to the nature of the relief to be afforded, the principles on which it should be granted, the localities in which it was required, the nature of the works to be opened, their management and control ; and it only remained now for him to determine points on which there had been difference of opinion, and to give his final orders, so far as circumstances might admit of finality.

24. During the visit of His Excellency the Viceroy, the general question of the distress of revenue payers and of the agricultural rent payers had been fully considered by him after such consultation with officers of the administration as he deemed desirable. The proposals ultimately sanctioned were based mainly on other considerations than the actual distress of this year, but the statesman-like and far-seeing measures of His Excellency incidentally relieved the distress now imminent : scope of the immediate relief afforded by them in the Bharaich district was to some extent measured by the agricultural prospects of 1873-74, the main question in that district, *viz.*, the advisability of taxing waste and jungle, being reserved for future consideration, the remissions or suspensions of the Government demand being in all cases contingent on the revenue payer allowing an equivalent relief to the rent payers subordinate to him. By these means many thousands of peasants were relieved from a demand which they could not meet, and from a pressure which would have destroyed their remaining energies, and, by confirming their apathy as to the future, have rendered nugatory all exhortations to keep in good courage, and by energetic preparations for the next harvest, put things in train to recoup them from the failures of the past.

25. The relief thus granted was as below ; and actual remission of one-fourth of the Government revenue demand for 1281 Fusli (1873-74), amounting to Rs. 4,18,894, in Fyzabad.

In Gonda district relief had recently been afforded in parganas Bamhanipur and Mankapur, and nothing further was found necessary. In five parganas, Tulsipur, Bulrampur, Atrowla, Sadulanagar, and Burapahar, one-fourth of the revenue demand for 1281 F., amounting to Rs. 1,38,822, was remitted ; whilst in parganas Gonda, Gwarich, Dixar, Nawabgunj, and Mahadeva, the summary settlement was re-introduced, entailing a reduction of the proposed demand by Rs. 2,50,170, until the new assessment should have been revised. In Bharaich, in those parts of six parganas lying north of a road running from Ekona to Nanpara, Rs. 73,316 of the revenue demand for 1281 F. were remitted, and a further sum of Rs. 18,768 was suspended.

26. As to the nature of the works to be started as relief works, Sir George Couper from the first had urged on us the utility of works of irrigation. But by this time we had gained by experience some knowledge of the numbers which flocked to every test work that was opened.

Wells, as chiefly employing skilled labor, were out of the question, even in those parts where there was a probability of successfully sinking them; tanks, although serviceable in the prevention of future scarcity, required much local knowledge and matured consideration in the selection of their site. Their concurrent construction in numerous places demanded a large skilled supervising establishment of a class which was not available, and the few which could have been immediately commenced would have entailed the assemblage at each of a mass of poor, under-fed wretches, who would have been to a considerable extent unmanageable in so confined a space, and whose very assembling in the immediate vicinity of a village would tend to the outbreak at any time of an epidemic which might have the most disastrous effects. It was decided that road-work was the most expedient. By simultaneous opening of several sections of each, work would be offered within reach of the homes of the mass of those employed; the gangs would be distributed, and their supervision comparatively rendered easy; whilst the roads themselves in the then roadless Terai would facilitate the immediate importation of food-grains and stimulate the trade in future.

27. Roads, then, with poor-houses along the several lines and at such other places as might be thought necessary, were to form the staple of the relief works. Field dispensaries, with central hospitals and adequate medical superintendence of the gangs, were to be provided; whilst, owing to the deadly climate of the Terai during the rainy season, when work by the acclimatized was liable to be stopped by floods, and superintendence by Europeans and unacclimatized officials was said to be precluded by the endemic fevers, depôts of grain were provided for the support of the people when no work could be done. In Gonda itself provision for 50,000 maunds of grain was made, partly as a measure of precaution, should unforeseen accident occur, or another bad season be in store, but chiefly because the new demand at any price of grain for Lower Bengal threatened to exhaust the relics of our maize crop and to carry off the spring harvest so soon as it was reaped. So great was this demand, that the agents of Government or of grain speculators hovered round even our most distressed tracts, tempting the holders of even a few maunds by tenders of cash at previously unheard-of rates to part with their small reserves, and there was no law which authorized direct interference with their action. Fortunately, so far as the rabi crop was concerned, the people realized the danger, and as a rule refused to sell; whilst the thekadars, who generally receive their rents in kind, and who for a consideration had bound themselves to procure and store such stock in excess of their usual stores as was prescribed for each, laid an embargo on the crops of the poorer tenantry, and allowed no sales except to themselves.

28. Subsidiary precautions were taken, and amongst others the famine tracts, and those others in Gonda district where intolerable distress was apprehended, were divided into circles, each under the supervision of some local respectability, to whom all village chowkeedars and servants of the circle were bound to report all cases of urgent distress, and who was authorized (being provided with means for the purpose) to give discretionary immediate relief, reporting his action to the local delegate of the relief committees. Fortunately, although enough cases were thus brought to notice from time to time to show that the machinery was in working order, it never was severely strained and may (tested by results) be pronounced to have been unnecessary.

29. The facts then stood thus: In South Bhabraich and Fyzabad there was no cause for immediate alarm. In the former no works had been found necessary; in the latter the test earth-work on the Baskari and Jalalpur road had been opened in the first half of January. But the numbers did not exceed 150 until the 27th; on the 31st there were 469, and this number was never exceeded. The Deputy Commissioner reported that the people who came were the ordinary laborers, the majority being women and children. And although he thought that no extraordinary relief works would be required in the district, still as old men and women, and half-starved women and children sought work, he obtained leave to raise certain low places in the 45th to 54th miles of the road from Fyzabad to Azimgurh; to continue the work on the embankments of the Baskari and Jalalpur road; to carry on some desirable earth-work at certain points of the road from Haswan to Maharajgunj; and to repair and dress the slopes of a useful tank at Haibutnow. As, however, all these works were closed before the end of March, when the rabi harvest was secured, it will be unnecessary to notice them further.

The total expenditure was Rs. 2,997, of which Rs. 1,948 was spent on the Fyzabad and Azimgurh road, Rs. 574 on Haswan to Maharajgunj, Rs. 374 at Bashari, and Rs. 101 on the others.

30. In Gonda "the portion of the district in which great distress was originally anticipated comprised an area of 1,439 square miles, but the January-February rains saved "parganas Sadulanagar, Burapahar and Gonda, comprising an area of 280 square miles;" so that, with the addition of a few outlying places in Mankapur and Mahadeva, there was a population of 350,000, residing in an area of 1,300 square miles, with "a famine staring them in the face,"—the main tract lying in parganas Tulsipur, Bulrampur, and Atrawla. In Bhabraich the distress was in the Tulsipur, Charda, North Bhinga, North Nanpara parganas, and in part of Ekona pargana. The population affected was reported by the Deputy Commissioner at 400,000, spread over 1,600 square miles; but it was subsequently found that great distress was to be apprehended in a somewhat more circumscribed area. Here also the Deputy Commissioner urged that "famine" was to be apprehended.

As to the use of this word, Mr. Maconochie writes: "I use it advisedly, and without any wish to exaggerate the situation. It may be true that the loss of a crop does not ordinarily produce such a dire result, and that in 1864 A. D., when a similar misfortune befel the

"northern parganas, no such evil consequences followed. But the circumstances of the people were then very different. The failure of 1864 succeeded several years of plenty; there were ample stores in the neighbouring districts of Nepal and of the North-Western Provinces; and most of the large farmers of Tulsipur and Bulrampur had considerable stocks of grain to fall back upon. But now for several years past there had been more or less failure of one or other of the harvests: in 1870-71 the spring harvest was below average for want of winter rains; in 1871-72 we had the great September flood which damaged the autumn, and the winter frosts which injured the spring, harvests; in 1872-73 again winter rains failed and the spring harvest was poor; so that for three years there have not been two good harvests in succession. Stocks had been thus greatly diminished, and had further been drained to supply the scarcity in the Central and North-Western Provinces in 1869 A. D., whilst some Nepal districts, which are our usual stand-by, were in rather worse plight than ourselves." And after noticing the great demand from Bengal draining the southern parganas of their stores and keeping prices high; the great increase of crime; the feeding of the poor as early as in January on roots, wild fruits, and berries; and the desertion of their homes by the men in Tulsipur;—the Deputy Commissioner records that "unless prompt measures" had been adopted, the "results would have been calamitous."

31. The works finally sanctioned were selected with reference to their ultimate utility and the convenience of their situation to the homes of those whose wants they were to alleviate. As will be seen by the accompanying map, no roads existed in the large area north of the Rapti, or in the north-eastern part of the Bharaich district. Their construction was of the greatest importance to the opening out of the Terai, and would probably lead to a more intimate knowledge of the proceedings of the Nepal authorities on the frontier, which, in spite of the decision of the Government of India, did not appear to be definitely settled. But, except occasionally for sporting purposes, the Terai seems to have been unvisited by European officers; its fevers were notorious, and a general impression was abroad that, owing to the numerous mountain streams and the annual floods, no roads could be made.

32. An old military path, roughly made during the mutiny campaign for patrolling purposes, parallel to the Nepal frontier, some 56 miles from Baghora Tal in the north-west to Ramnagar in the east, ran through the heart of the country where the failure of the rice crop had been most complete, and where there was little or no spring crop sown. This could still be traced in places. A parallel line south of the Rapti, from the tehsil at Atrowla to Bulrampur, the head-quarters of the Maharaja, and thence to Ekona, effected a junction with the road from this latter place to Bharaich, and would afford work at various points to the inhabitants of a tract in which Mr. Maconochie had reported that very great distress prevailed, and of which the Superintendent, Encumbered Estates, recorded that "so great was the want, that the high-caste Saids and Pathans of Atrowla were quite unable to afford the usual hired labor, and I saw them with their wives and daughters,—women whom no less a need would have drawn from their usual jealous privacy,—out in the field attending to their crops."

Its continuation north-westwards in the Bharaich district to the tehsil at Nanpara and the pargana capital at Charda tapped a fertile grain country, in which this year the crops had failed, and brought these places in communication with the head-quarters of the Raj at Bhinga; whilst of the lines running north and south, with more or less deflection east or west, the line from Bhinga to Gubbapur ran through a country almost depopulated, and produced to Sohelwa, brought the entire system of forest roads trans-Rapti into connection with the district roads. A line from Chowdri Dee, a station of the military road running through Muthura, an important local grain mart, and thence southward to Khargupur, saved the people of many villages, whose only alternative escape from death was flight. This is a road of the greatest importance, and must have been soon undertaken as a district work. A branch line from Bhinga to join this last road about two miles north of Muthura was commenced by Colonel Shaw to relieve the Durgapur distress alluded to in paragraph 16, and in the east a line from Tulsipur to Atrowla completed this system.

33. A series of roads through the north of pargana Gonda, and parganas Sadulanagar, Burapur, and Mankapur, was also projected; but as the rain saved the rabi crop, they were not found necessary, and need not be further alluded to.

One short and very useful piece, 11½ miles, from Karasur to Mankapur, was put in hand in April as a test work, but it did not then attract many laborers. Serious reports as to the local distress arriving afterwards, after an inspection by a district officer, work was reopened on the 1st May; and this carried a daily average of 673 persons, till it was closed on the 10th August, 546 being employed on that last day.

34. In addition to these, in Gonda there were sanctioned as supplementary work (to be put in hand if found necessary)—

1st.—Several tanks, of which those at Chowdri Dee, and Lallia, where the want of a regular supply of water was greatly felt, were ultimately undertaken.

2nd.—A "bund" embankment at Ghasyar Ghât on the Rapti river, some 1,200 feet in length, to stop a flood which each year submerged some 5 miles or more of country, destroying the crops of some 80 villages and ruining the soil by a deposit of fine sand.

3rd.—A canal, some 3 miles long, to drain the water of 3 square miles of swamp into the Kuana. The neighbourhood had greatly suffered from the malarious effluvia of this stagnant pest; and the talukdar had made a feeble attempt to abate the evil, but his operations were not sufficiently scientific, and relief works being necessary in the neighbourhood, it was thought well to remove the source of disease and at the same time reclaim this large tract of excellent rice lands.

4th.—Rest bungalows for the inspecting officers wherever they might be found necessary. One only at Atrawla was constructed, the houses placed at our disposal by the Maharaja of Bulrampur in other places having provided sufficient accommodation for such officers as were not at the time marching with tents.

In Bharaich only road-making was proposed.

35. The report of Mr. Hodges, the Executive Engineer, attached to this, shows in detail how far these works were completed. The work done, the number of laborers employed, and the cost was in round numbers for Gonda :—

District.	NAME OF WORK.	Length in miles.	Estimate.	Number of persons employed from commencement.	Amount to laborers.	Establishment and contingencies.	TOTAL.
			Rs.		Rs.	Rs.	
GONDA.	Road from Atrawla to Bulrampur ...	17½	37,691	6,10,414	30,160	6,502	36,662
	" " " to Tulsipur ...	14½	46,371	5,61,460	28,259	2,515	30,774
	" Military (Gonda Section) ...	36	84,312	7,86,916	41,706	4,147	45,853
	" from Chowdri Deeto Khargupur ...	31½	59,039	12,22,110	58,639	5,866	64,505
	" " Bulrampur to Ekona ...	14½	40,315	1,81,940	10,314	1,462	11,776
	" " Karasur to Mankapur ...	11½	7,533	73,396	4,082	537	4,619
	Total Roads in Gonda ...	125½	2,75,261	34,36,236	1,73,160	21,029	1,94,189
	Tank at Chowdri Dee... ..	...	1,858	24,951	1,204	139	1,343
	" " Lallia ... ..	...	2,839	44,165	2,020	197	2,217
	Bund on Rapti at Ghasyar Ghât ...	1,200 feet	1,060	21,504	1,218	136	1,354
	Canal at Mehnawan	3 miles	8,730	66,824	3,159	357	3,516
	Total Irrigation Work in do. ...	...	6,487	1,57,444	7,601	829	8,430
	Inspection Bungalow at Atrawla ...	...	1,841	No rolls kept.	1,751	...	1,751
	TOTAL IN GONDA ... ..	...	2,83,589	35,93,680	1,82,512	21,858	2,04,370

In Bharaich it was about the middle of May that the establishment account was separated from that of the laborers, and it has not been found possible to re-adjust this account with accuracy. And, indeed, the money figures must be accepted as liable to subsequent correction. The payments in compensation for land taken up are not included.

District	NAME OF WORK	Length in miles.	Estimate.	Number of laborers employed.	Expenditure.
			Rs.		Rs.
BHARAICH.	Road Bharaich to Nanpara (Jingraghât) ...	1	5,755	52,860	3,759
	" Military (Bharaich Section) ...	15½	24,932	2,80,570	18,435
	" Gabbapur to Bhinga with Sohelwa, Bharaich	9	9,016	91,117	6,571
	" Bhinga to Lachmanpur	8½	4,102	48,470	4,100
	" Lachmanpur to Muthura	5	2,262	22,421	2,262
	" Pipraghat to Ekona	13½	5,582	51,106	4,853
	" Bhinga to Nanpara	26	33,865	1,58,409	13,910
	" Pipraghât to Charda	32½	24,359	53,634	8,410
	TOTAL BHARAICH	106½	1,09,873	7,59,046	62,300
FYZA-BAD.	Repairs	5½	3,000	57,239	2,997

Making in the entire division the number of laborers employed for one day 44,09,965, at a cost of Rs. 2,69,667, or 1 anna 2½ pie per head, including gang supervision.

In my original projects submitted to the Chief Commissioner, I had asked for relief works for Fyzabad Rs. 1,650, Bharaich Rs. 65,000, and Gonda Rs. 2,00,000, giving a total Rs. 2,66,650.

36. After some discussion it was decided that the works generally should remain under my supervision as Commissioner of Division, and be constructed by gangs working under and

paid by the Deputy Commissioner. The surveys, making out and measuring up, and purely professional supervision of works in progress, as well as the preparation of the regular plans and estimates, being undertaken by officers of the Department Public Works.

Mr. Maconochie, the Deputy Commissioner of Gonda, had with praiseworthy forethought directed Mr. Hodges, the Sub-divisional Engineer, to put in hand the projects for the Atrowla and Bulrampur, and Bulrampur and Ekona roads; and so heartily did Mr. Hodges carry out these instructions, that on the 8th January I was able to direct that the laying out of the road be proceeded with, and on the 15th the rough plans were provisionally sanctioned by the Chief Commissioner. But it was clear by the middle of February that many more works must be opened with the greatest dispatch, and the few professional officers and subordinates who were available with their utmost exertions could not lay down the different lines fast enough to meet the demands of the people who crowded to each. It was impossible that they should also be responsible for construction and for daily payments.

How severe was their work is proved by the simple fact, that of four officers of the Department, by the 19th of February Captain James, my Divisional Executive Engineer, was down with dysentery, which soon afterwards forced him to take sick leave to England, and Overseer Phillips, who was employed on the line from Nanpara to Bhinga, was soon afterwards attacked with fever of a dangerous type, from which he had not last month fully recovered.

Moreover, the petty contract system, and the employment of selected adults at ordinary rates, were by no means calculated to meet our requirements.

Three essential points were from the first kept steadily in view, and inculcated by the Chief Commissioner,—

1st.—That so far as might be possible, men were not to be attracted from their agricultural avocations.

2nd.—That to ensure this, the wages of labor were to be kept so low as to provide food, but not tempt those who could by any other means obtain it.

3rd.—That these wages were to be paid daily, whether in money or kind.

And both Mr. Maconochie and myself were greatly averse to the distribution of gratuitous charitable relief to any able-bodied persons who were capable of work.

37. The then Chief Engineer, following the practice that has obtained elsewhere, suggested that Government should utilize the skilled and able-bodied labor which is available in times of distress at a lower wage than usual by employing them on remunerative works under the Department, and would have referred all other laborers or distressed classes of the population to the district authorities to be fed by charitable relief. He would allow the professional supervisors of works to administer this charitable relief at poor-houses situate near the works—not as officers of the Department, but as agents of the Deputy Commissioner. But it was clear that, under such a system, there would be at least as much scope for corruption and speculation as may exist under a system which employs on works all those who can work. We had not to deal with widespread famine actually existing—all our efforts were directed to avert it. What concerned us first were the people: the return which we sought was not a good bargain wrung out of the laborers, but the preservation of the population in such a state of health, morally and physically, as to enable them at the proper time to resume their ordinary occupations as if the recent calamitous seasons had not occurred.

38. Admitting that so much work cannot be got out of mixed gangs as out of gangs of selected labor, yet able-bodied laborers will not do as much as they can if they see a large number of their neighbours fed gratis whilst a hard day's work was demanded from them. Require work from *all* comers at a rate of pay which leaves no margin for luxuries, and those will come who are compelled by necessity, and at the first fitting opportunity they will transfer their work to their fields. But if you give gratuitous food to all who are not able-bodied, and to all able-bodied a full day's wage for a full day's work, comparatively few will attend to agriculture at the proper season. The present advantage would outweigh the prospective, and the outturn of the next harvest be diminished by the measures adopted to meet the deficiency of the last.

39. Moreover, the agricultural population and the laborers in the rice districts are exceptionally lazy; an idle, slovenly kind of cultivation is all that is required, and for the greater part of the year all the rice cultivator has to do is to watch his crop grow and to eat it. To such the gratuitous distribution of food would do moral mischief. It would destroy the inducement to work, for they would naturally argue, "why should we take extra pains with our crops, or endeavour to produce more, as we pay rents in kind—no crop, no rent; and when we have no crop, the Government will feed us; we shall have no work to do."

On the other hand, in mixed gangs one cannot help being struck with the energy with which children work, and their joyful pride in its result, as well as with the self-satisfaction of the aged and infirm. It seemed no slight advantage that the children and young persons,—the hope of the future,—should learn or be confirmed in a previous lesson, that work means bread. Looking back on the past, I think that if we had adopted the system of selected laborers and gratuitous relief, we should have had the whole country on our hands.

40. The details of the system adopted were settled at a conference held by me at

Colonel Shaw, Deputy Commissioner of Bharaich.
G. B. Maconochie, Esq., Officiating Deputy Commissioner of Gonda.
Captain E. Wood, Conservator of Forests.
C. Chapman, Esq., Assistant Commissioner, Bharaich.
C. Ponsonby, Esq., Assistant Conservator.
E. Hodges, Esq., Sub-divisional Engineer.
G. Campbell, Esq., Sub-divisional Engineer.

Gobbapur on the 2nd March. Eight of us were present, as per margin. They were assented to by all after mature consideration, and were duly carried out in Gonda and by the Bharaich officers, except Colonel Shaw,

who preferred working without plans, through agents of talukdars, and who consequently broke down.

All comers willing to work at our rates were to be received, and work was to be allotted to each class according to their capacity. They were to be formed into gangs some miles apart to avoid overcrowded encampments, and to bring the work as far as possible within daily reach of the laborers' homes.

Sanitary arrangements were duly seen to, and a field hospital and a few movable huts were attached to each gang. All moonshees and mohurrirs were provided with lithographed copies of vernacular instructions as to laying out and constructing the road, soils to be selected or avoided, digging side drains, dressing the roadway and slopes, mode of payments, their own duties towards their superior officers and subordinates, and their relations to the supervising establishments of the Department Public Works. Those incapable of even light work were to be received and fed on the works, pending the orders of the proper officer. With him it rested to determine whether such should be maintained at their homes, removed to a poor-house, or sent to a central hospital.

41. As to the actual working, I quote Mr. Maconochie: "Over each gang there was a mohurrir to keep accounts, and to take care that the necessary funds were available for daily payments; a supervisor of work, who apportioned and overlooked the works of each sub-gang, and appointed assistant mohurrirs and mates, according to the numbers who flocked to the works. As a rule, each assistant mohurrir had two hundred and twenty persons under him told off into four sub-gangs of fifty-five persons each,—five being skilled diggers, the fifty unskilled hands. There were two mates to each sub-gang, one of whom was required to be able to read and write either Hindee or Persian, and keep the roll of workmen. This man between 7 and 8 in the morning, after marking down all in attendance, made up his account and delivered to the assistant mohurrir a total, showing number of persons present in each class, and the amount of money required to pay them. After the assistant mohurrir had checked up the returns of his mates, he made up a similar total for the head mohurrir, who after receiving the accounts of all his assistants made up the accounts of the whole gang. He was expected to have made over by 3 P. M. to each assistant mohurrir the money required to pay each sub-gang, and the mohurrir distributed this to the head mates, who, when the order to leave off work was given, seated their sub-gangs according to their order in the nominal roll, and after the number had been tested, the order to pay was given, and each person received his wage for the day."

42. At first some of the higher officers, and notably Mr. Chapman on the military road, look upon themselves the great physical labor of paying all the gangs themselves, but it was found in practice that even head mohurrirs could not personally pay their gangs; some of whom were kept till 9 and 10 at night, whilst occasionally some unfortunate sub-gangs were kept two or three days without pay. "Under the system of simultaneous payment of sub-gangs, it was as easy to pay 5,000 as 500, and the people were off to their homes before dark." But the preliminary difficulties in procuring a regular supply of pice or of grain on the different sections were very great. They severely taxed the energies and strained the authority of the Deputy Commissioners and their staff; and had the work been entrusted to the Department Public Works, any arrangements that could have been made by them must have broken down, and they would have called upon us to find the cash, the change, and the accountants. From much practical experience I know how tedious is the operation of paying in grain, and am not surprised that Mr. Maconochie stopped it as soon as he could. But both he and Mr. Chapman found at first that it was much easier to procure maize at 15 or 16 seers per rupee than to get an adequate supply of copper coin, although it was not easy to get the grain. The Government coinage was unknown in the Terai, the circulating medium being the lump of copper, known as "Goruckpuri pice," valued generally at 20 gundahs of 4 to the rupee, and there was but a scant supply of these. The stock of copper coin in the district treasuries was, in the face of such a demand as this sudden and unexpected one, ludicrously inadequate, and emergent indents on Lucknow and Fyzabad produced but little. Meanwhile speculators became alive to the demand, and the price of Goruckpuri pice rose so rapidly that when the Government pice arrived, the two coinages became current at the same rate—4 to the anna, or 16 gundahs to the rupee.

This had, however, its advantageous side: at each work as far as possible a banian was induced to settle, and although some came with great reluctance and very small stocks, the more enterprising soon discovered that it was a very good business. Government, the work people, or the neighbouring villages, took at once every ounce of grain that they could produce, and the daily resale of the coppers which they received from the people to the works gave them a very handsome profit. In consequence, their numbers and their food-supplies rapidly increased, till at last in April small baiparis, travelling grain-dealers, who were taking grain to

Nawabgunj for boat exportation to Bengal, found it worth their while to bring their three or four carts to our distressed Terai, and every work had its banians no longer pressed but voluntarily attending.

43. The system and the measures for organizing and maintaining the people worked well, though at the cost of great labor and anxiety to the European officers, and incessant labor and worry to their supervising subordinates.

By the end of February, where works had been started, the more conspicuous signs of famine or of gaunt distress had disappeared. Mr. Thomson, the local Inspector of Schools, has recorded what proves how successful our measures had been, that on the 22nd of that month (that is about a month or five weeks after the works had commenced) he passed some gangs on the Atrawla and Bulrampur road, who were laughing and merry, and had no complaints to make to the sahib. For some time these people had been accustomed to the sight of sahibs, and out of the 2,378 persons who were that day employed on that road (except some of the gang at the 10th mile, who were new arrivals), the people probably did not look famine-stricken. Had Mr. Thomson been on the line a month earlier, he could have borne stronger testimony to the adequacy of the measures adopted.

44. And yet the pay given was very small, and the actual measurements by the Department Public Works show that there was a very fair tale of labor exacted. The wages at first starting were—

				Annas.	Pies.
For skilled diggers	...	...	...	2	0 daily.
„ unskilled „	...	...	...	1	6 „
„ adult carriers	...	...	...	1	0 „
„ children	...	...	...	0	9 in Gonda.
„ „ according to age	...	...	from	1	to 3 in Bharaich.

About the third week of February, Mr. Maconochie found “that these rates were above the ordinary rates paid in villages to unskilled diggers and common coolies, and feared that they would attract the whole population to our works.” He proposed to give in future—

				Annas.	Pies.
Skilled diggers	...	...	...	2	0 a day.
Unskilled „	...	...	...	1	0 „
Adult carriers	...	...	...	0	9 „
Children between 12 and 7 years	...	...	...	...	6 „
„ under 7 years	...	...	...	...	3 „

I had written to Mr. Chapman, who was in charge of the Bharaich sections of the military road, that if he had any reason to believe that the people preferred our work and pay to working in the fields, he was to reduce—

Diggers to 1 anna,
Adult carriers to 9 pies,
Children to 6 pies,

and on the 25th February he had announced the reduction.

At the conference of the 2nd March, Mr. Maconochie's rates were unanimously adopted, and these remained in force (save on the works under Colonel Shaw's direct management) until the works as relief-works were closed—in Bharaich on the last day of July, in Gonda on the 20th August. Only in the third week of May, when the organization of the gangs was suffering from the large number of women and children as compared with men, the bulk of whom were most properly at work in their fields; when women and children of the better classes unused to the great heat of the time could not, and did not, do a proper day's work, and I was enabled to report to the Chief Commissioner that there was no longer room for anxiety as to the food-stock of the division falling so low as to risk famine before the time when a favorable season (such as then seemed assured) would bring into the market the new crops of autumn;—it was only then that I felt justified in directing that children under 10 years should be struck off in Bharaich and all the Gonda works radiating from Atrawla. Even then the fullest discretion was allowed to the Deputy Commissioner to modify this order in practice for special reasons to be reported, and it was impressed through them on gang subordinates that those in real distress were to be employed or fed, whether under 10 or not.

45. As might be expected under our system, the number of persons who received gratuitous relief was but small. In Fyzabad the aggregate up to 24th April was only 1,114; at Bulrampur, a large poor-house, supported by the Maharaja, fed from 250 to 300 daily, and as that public-spirited gentleman took upon himself the charge of the poor of his estate, including our special poor-house at Tulsipur, only 29,871 persons at the Atrawla poor-house were charged to Government. The charges at the special poor-house at Gubbapur in the Bharaich district have been amalgamated with the weekly road returns, and cannot now be distinguished. The large expenditure at the Sudder poor-houses at Gonda and Bharaich, and the increased charges at the regular dispensaries, were only indirectly attributable to the anticipated famine, and are therefore excluded from this report.

46. At a conference held at Tulsipur on the 24th March, at which the officers marginally

W. C. Capper, Esq., Commissioner,
Fyzabad Division.
Colonel Anderson, Superintendent,
Revenue Survey.

G. B. Maconochie, Esq., Officiating
Deputy Commissioner, Gonda.

C. Chapman, Esq., Assistant Com-
missioner, Bharaich.

Dr. Heffernan, Civil Surgeon, Gonda.

G. J. Low, Esq., Officiating District
Superintendent of Police.

noted met,—after it was decided that if the infirm and small children were excluded from our mixed gangs, the pay of the remainder must be increased, and that we must be prepared for an increase of numbers on the works,—Mr. Low pointed out the increase of crime as unusually large, even for the 2nd quarter of the year, and Dr. Heffernan, who was on a tour of medical inspection, considered professionally that the people generally were much pinched; that the infirm and beggars were suffering from the withdrawal of the help and charity to which they were accustomed; and that in his opinion

a considerable proportion of the gangs in the Terai roads were emaciated and in a condition of health rendering them liable to fall an easy prey to any epidemic disease that might be engendered when the mangoe and mhowa season came on. With the sanction of the Chief Commissioner, rules were drawn up for the treatment of gangs in case of an outbreak of cholera, small-pox, or other epidemic diseases. The Civil Surgeons of Bharaich and Gonda were authorized to indent on the Allahabad depôt for a reasonable supply of medicines and necessaries for the field hospitals, and the necessary men were speedily supplied by the strenuous exertions of Dr. Cannon, the Deputy Surgeon-General at Lucknow.

47. I am glad to record that these and other precautions have been proved unnecessary, but they at the time added to our anxieties, and will probably be held to have been neither uncalled for nor unwise. There was no epidemic; the number of people admitted into the hospitals were insignificant, and the diseases, with the exception of a few cases of small-pox for which they were treated, were of ordinary descriptions, and the admissions, all told, were less than 1,000. But none the less I am bound to acknowledge that the subordinate medical officers deputed had a rough time. They were unacclimatized, and at the hottest time of the year were exposed to all the climatic dangers of the Terai. The hospital assistants were expected to visit the gangs in their charge every day, whilst the senior men acted as inspectors, and were in charge of the standing hospitals prepared at Bulrampur, Atrowla, Tulsipur, and Chowdri Dee in Gonda; at Gubbapur in Bharaich, in which district a reinforcement of the medical staff of the branch dispensaries at Bhinga and Ekona supplied the other necessary medical head-quarters.

The officers thus employed were as below :—

DISTRICT.	Name.	Grade.	How employed.
Gonda	Futteh Khan	1st	Inspection duty.
"	Abdool Mahomed Khan	3rd	Inspection duty.
"	Lal Mahomed	"	Chowdri Dee.
"	Abdul Ghassir Khan	"	Tulsipur.
"	Ram Tahal	"	Karabur.
"	Dindial	"	Mehuwan.
"	Gaffur Khan	"	Ramnagar.
"	Sheik Amir	"	Atrowla and Bulrampur Road.
Bharaich	Alabundi	"	Military Road.
"	Abdul Majid	"	Pipraghat to Charda.
"	Mahomed Jarkhan	"	Bhinga to Nanpara.
"	Imamuddin	"	Compounder, Pipraghat to Ekona.

All gave the greatest satisfaction save one, "who was apt to be quarrelsome, and attempted to arrogate to himself the functions of the moonshee in charge of his road." I rejoice to record that in spite of the hardships which they cheerfully endured, none suffered in health save Alabundi, who "after for some weeks battling against a severe attack of fever and dysentery, was finally compelled to apply for leave of absence from his post and remained for many days at the Bharaich dispensary before he was well enough to return to his regiment."

48. The Hospital Assistant was sent to Mehuwan, partly because a detached gang were at once in that neighbourhood draining an unhealthy swamp, which might at any time breed an epidemic, but chiefly on account of a somewhat alarming report by Mr. Bennett, the Superintendent of the estate in which this swamp lies, who in the latter part of March after a tour of inspection reported acute and widespread distress among the numerous Bramin yeomen families, who abound in that pargana, and who, it appeared, were too proud to go on the relief works.

In consequence, Mr. Butts, Assistant Commissioner, was deputed, and on his report, made after careful personal inspection of each village, out-door relief was granted in small monthly pittances and advances: 973 persons, on the whole, received such relief aggregating Rs. 892, and 392 received advances in grain from the sudder depôt.

49. This depôt, as before remarked, had been decided on as a purely precautionary measure, and was a reserve in case the depôts provided in the trans-Rapti districts should, owing to another failure of harvest, prove insufficient in the rainy season when all traffic as a rule ceases. "It was at first arranged" (I quote Mr. Maconochie) "that the Maharaja of Bulrampur should collect and store with his head lessees or agents 75,000 maunds of grain

"in five depôts, and that the Deputy Commissioner should have in reserve another 50,000 maunds at Gonda. But after the result of the spring harvest had been ascertained, it was decided on the 16th April, at a conference held at Gonda, at which the Chief Commissioner presided, that this amount should be cut down to 55,000 maunds for Bulrampur, and 40,000 maunds for Gonda." During his May tour in the distressed districts, Mr. Maconochie had satisfied himself that the prescribed amount had been stored by the Maharaja's servants, and his own stores were collected and warehoused, partly in an old Government office building and partly in a temporary shed run up for the purpose by Mr. Gilbert, the Sub-divisional Officer to whom Mr. Maconochie tenders his best thanks for the energetic assistance then afforded. The figures given in Mr. Maconochie's report do not quite agree with his contingent bills, and I therefore adopt the latter.

Description of grain					Quantity.			Amount.		
					Mds. Srs. Chs.			Rs. A. P.		
Wheat	...	...	...	...	12,017	23	3	29,967	6	3
Gujai (barley and wheat mixed)	...	...	...	...	2,881	12	9	6,391	9	3
Barley	...	...	...	...	1,675	15	11	3,464	4	1
Gram	...	...	...	...	7,835	12	10	17,505	13	8
Arhar	...	...	...	...	799	16	8	1,664	12	8
Barley and peas mixed	...	...	...	...	2,820	3	0½	6,059	0	9
Peas	...	...	...	...	1,649	0	3	3,692	10	2
Mussur (pulse)	...	...	...	...	191	38	0	455	4	7
Aksa (do.)	...	...	...	...	18	17	12	39	5	6
Barley and kirao	...	...	...	...	2,810	27	12	5,927	0	0
Kirao (peas)	...	...	...	...	2,787	14	7	6,225	5	10
Bajra (mixed grain)	...	...	...	...	280	16	11	581	11	10
Paddy	...	...	...	...	4	38	8	10	4	11
Indian-corn	...	...	...	...	413	24	0	1,004	5	6
Barley and gram mixed	...	...	...	...	137	14	7	252	4	1
Other charges	Cost of shed	...	...	...	.....			2,046	0	0
	Carriage	...	...	...	.....			2,385	1	1
	Packing	...	...	...	.....			1,034	8	9
	Establishment	...	...	...	.....			196	13	11
	Miscellaneous	...	...	...	.....			432	12	8
TOTAL					35,322	35	0½	89,336	2	6

The amount actually charged for was, it appears, 35,333 maunds, the total cost of which amounted to Rs. 89,336. I can speak from personal knowledge to the difficulties attending the collection at that time of this quantity of food-grains without disturbing the local markets, and to the tact and patience with which they were overcome by Mr. Maconochie. The time has not yet arrived at which we can say how this grain account will ultimately stand. The direct cost has been to Government less than Rs. 90,000, as above, and the Maharaja has received recoverable advances aggregating Rs. 1,25,000. Mr. Maconochie writes on the 11th September that he "would have preferred, had it been possible, to have made arrangements with grain dealers to have kept this quantity of grain at my disposal in case of need, but any assistance in this way on any terms was refused," and his reports of the "28th January show how hopeless it was to obtain this assistance on anything like reasonable terms." He continues—"I expect, when the time for spring sowings commences, to dispose of much of the wheat and gram which is of extra fine quality, as seed. But of this I am quite sure" (to this I must record a most emphatic assent) "that under the circumstances of the district, the storage of this grain was an imperative necessity, and if in consequence of the present bountiful harvest half the sum is lost Government will be well repaid by the present hopeful state of the district. The actual good it has done in helping the poorer classes of yeomanry" (not only by advances but by enabling them to threaten to resort to the Government stores if their mahajans refused them advances on the usual terms), "and the effect it has had in keeping down prices and forcing the grain-dealers to open their stores, has been most beneficial; and although Government may have lost by this action of the dealers, the people as a mass have gained to a very large extent." Personally I do not anticipate any considerable loss. The Calcutta Central Famine Relief Committee have supplied this division with the liberal contribution of Rs. 27,000, and although the greater part of this arrived too late for the advances which we had hoped to make therefrom, the applications for seed advances promise to be numerous, and we cannot make better advances than from the picked seed of our Government stores, which will of course be made at the present market rates.

50. It only remains to record briefly the service of those by whom what was done, was done. None of the superior Civil Officers were relieved of their ordinary duties. I, as Commissioner of the Division, remained in responsible charge of the works, but was permitted by the Chief Commissioner to transfer my head-quarters from Fyzabad to Bharaich, from April till the end of June, when all immediate danger was over, and my presence was urgently required elsewhere. Mr. Maconochie was throughout officiating as Deputy Commissioner of Gonda. Mr. C. Chapman, who had been from the 1st in charge of the more important relief

works in Bharaich, assumed charge of the others on the 8th May, when Colonel Shaw was transferred to Rai Bareli, and Mr. Chapman was posted to the Bharaich district as Officiating Deputy Commissioner.

Mr. Chapman modestly records that when, on the 9th February, he opened a relief work at Tandia on the military road, he did so under somewhat adverse circumstances, being for some days without professional aid of any kind. He really, without practical experience beyond his native ability, having only the instructions which I had hurriedly given, fixed his line of road, marked it out, and pegged out work which in three days afforded work for 1,200 people, and opened another section at Bamahi, which carried an equal number, in so workmanlike a way that when the District Engineer, Mr. Campbell, arrived, it was found that he had hit the true line and that none of his work was lost. He remained in charge for a time without any help but that of his court moonshee, Tiloknath, and a naib canungo who chanced to be with his camp, till this and other works in that direction were in full working order, and he was (in May) summoned to head-quarters to assume charge of the district. His subsequent exertions did much towards reducing into order the almost hopeless chaos of the other works of this district, and by tours at intervals during the subsequent months he kept the working machinery in order, aided and encouraged his subordinates, and strengthened the hands of the inspecting engineers.

Mr. Maconochie may speak for himself in the report herewith submitted. I have no words to add to those who read between the lines. From November to the middle of April he was busily engaged in the distressed districts, and, as I have recorded in my general administration report, his powers of organization, his unwearied industry, and unfailing resource, have been of the highest value. He says, and says truly, on a subsequent occasion, that as he went out and visited all the main works remaining out till the end of May, no great inconvenience was experienced.

51. In reply to my letter from Kakardari, referred to in para. 21, Mr. Ponsonby wrote from Chulua, on the Girwa, on the 13th February 1874, saying that he was expecting Captain Wood, the Conservator of Forests, but that as "the avoiding of loss of life was all important," he had no doubt but that they would both soon be on the spot. In a very few days these noble-minded men were there, without baggage or even ordinary comforts, intent on one thing only—to start work which would enable the almost famine-stricken people to live. They succeeded. By opening out five paths, digging a reserved forest boundary ditch, collecting firewood, digging out stumps and projecting new roads to join the district system, they found work for all classes and averted the imminent danger which the arrival of the Maharaja and his consequent arrangements soon afterwards effectually removed.

The good that has been done by the works subsequently executed by these officers, in consultation with the district authorities, can hardly be exaggerated. It may be said that the roadless forest and Terai trans-Rapti will practically be as accessible this cold season as any other portion of the districts.

52. The ordinary establishment available in the division consisted, in addition to the Civil Officers and their staffs, of Lieutenant James, R. E., Executive Divisional Engineer; Mr. Hodges, Sub-divisional Engineer at Gonda; Mr. Campbell (who had but recently joined the department), Sub-divisional Engineer at Bharaich, and subordinate Overseers in each district—a staff whose time was fully occupied by their current duties. As early as November Mr. Hodges had, however, energetically commenced the preparation of schemes which might ultimately become necessary for the relief of distress. In December Lieutenant James visited the Gonda and Bharaich districts with a similar object, and in January, recognizing the emergency, he placed the larger portion of his staff on special duty, and himself undertook surveys and other works which are not generally executed by an officer in his position. I have noticed above how soon he fell a victim to this work, but am bound to record my deep obligation to him for the work so done. In April a special relief works division was formed under Mr. Willmore, but he had been lent a few days in charge when, on the 22nd, he was transferred to the charge of Mr. James' division, and Mr. Hodges was promoted in his place. His subordinates gradually obtained from all parts of the province were posted—

To Gonda—

Mr. Nicholson	...	Officiating Sub-divisional Engineer (in charge).
Hetram	...	Sub-overseer, 1st grade.
Dabipershad	...	" "
Karim Ahmed	...	" "
Gowri Shunker	...	" 3rd grade.
Amir Mirza	...	" "

Of whom Gowri Shunker soon resigned and was replaced by Motiram, a clerk in a Department Public Works office.

To Bharaich—

Mr. G. A. Campbell	...	Sub-divisional Engineer (in charge).
Goluknath	...	Overseer, 2nd grade.
Chobeylal	...	" "
Bukhtawar Lal	...	Sub-overseer, 1st grade.
Sakhawat Hossein	...	" 2nd "
Ishiqal	...	" 3rd "

Of these, Chobeylal was discovered deliberately copying the measurements which it was his duty to test, and his immediate suspension ultimately resulted in dismissal from Government employ.

On this small professional staff fell the heavy duty of surveying and working out the various lines of road, preparing plans and estimates, instructing the necessarily unskilled employés of the Civil Officers, supervising and weekly measuring up work done. Some little time was necessary to fully organize the works, but with the spirit of hearty co-operation animating all grades, and the zeal and energy of Mr. Hodges permeating his staff, the system worked admirably. For all works undertaken regular surveys and estimates have been submitted and duly passed.

From May measurements of work done were regularly made, and the bills submitted in due course to the Controller, Department Public Works, and these bills have now for the most part been passed.

53. For civil supervision, the Talukdar and Peshkar of Atrawla in the Gonda district and the Peshkar and one Canungo, Bharaich, were relieved of their ordinary duties, and a fluctuating temporary staff were employed and charged day by day to the works.

54. Till the middle of April, for purposes of supervision, Mr. Maconochie and Mr. Butts, Assistant Commissioner, divided the Gonda district between them, the former taking the country north of the Rapti, the latter that to the south. Thus there was constant supervision, and no gangs remained long unvisited by a responsible European. For one month later Mr. Maconochie was relieved by Mr. Saiad Mahomed Ahmad, Extra Assistant Commissioner, but on and after the 15th the Deputy Commissioner visited all the main works by tours: the regular supervision being entrusted to the Tehsildar and Peshkar.

55. In Bharaich the inspection was done by Mr. Chapman till the first week in May, when Shividial Peshkar of Bharaich was deputed. On the 25th May, however, Mr. Chapman began a series of tours which were continued during the rains, which commenced on the 30th May, and fairly set in early in June. Messrs. Hodges and Campbell throughout the cold, hot, and rainy seasons were constantly on the move, and may be said to have almost lived in camp.

56. The work completed was in Bharaich—

<i>New roads constructed</i> —Bhinga to Gubbapur				...	...	...	53 miles.
Bhinga to Lachmanpur				...	...	...	8½ "
Lachmanpur to Muthura				...	...	...	5 "
(part)	Pipraghat to Ekona				...	...	6½ "
	Pipraghat to Charda				...	...	14 "

TOTAL ... 39 "

<i>Old roads widened and raised</i> —Military road				...	...	...	15½ "
(part)	Pipraghat to Ekona				...	...	7½ "
	Bhinga to Nanpara				...	...	13 "

TOTAL ... 36 "

GRAND TOTAL ROADS CONSTRUCTED ... 75 "

<i>Leaving incomplete</i> —Pipraghat to Charda				...	...	...	18½ "
Bhinga to Nanpara				...	...	...	12 "
Pipraghat to Ekona				...	...	...	½ "

TOTAL ... 31 "

In Gonda the work done was—

<i>New roads constructed</i> —Chowdri Dee to Khargupur				...	...	...	29 "
Atrawla to Tulsipur				...	...	...	14½ "
Mankapur to Karasur				...	...	...	7 "

TOTAL ... 50 "

<i>Old roads widened and raised</i> —Military road				...	...	...	36 "
Bulampur to Ekona				...	...	...	9 "
Atrawla to Bulampur				...	...	...	17½ "

TOTAL ... 62 "

TOTAL ROADS CONSTRUCTED ... 112 "

<i>Leaving incomplete</i> —Chowdri Dee to Khargupur				...	...	...	2½ "
Bulampur to Ekona				...	...	...	5½ "
Mankapur to Karasur				...	...	...	4½ "

TOTAL ... 12½ "

Showing a summary of works completed in the division—

New roads constructed				...	...	...	89 miles.
Old roads straightened, widened and raised				...	...	...	98 "
TOTAL				...	...	...	187 "

Besides two irrigation tanks, one drainage canal (part), and one river embankment, at a total expenditure (not including compensation for land taken up, pay of Public Works establishment and a few miscellaneous items) of not more than Rs. 2,75,000. The accounts not having been finally adjusted and closed, the exact figures cannot yet be given.

57. Nor do I know if the expenditure by the Forest Department will ultimately be charged to this head. No accounts have been submitted to me, nor have I the details of the many useful works completed by them.

58. As to the general utility of the roads, I agree with Mr. Hodges that "most of the roads constructed were much required and would probably have been constructed from local funds as these became available, and the new lines open out districts hitherto inaccessible for wheeled traffic." The portions remaining incomplete at the close of the relief works were at once taken in hand by the district officers and are now for the most part completed.

The Mehnawan canal when still incomplete proved a success; and (Mr. Hodges' report) from the evidence of "its present (11th September) working will, besides vastly improving the healthiness of this tract, convert an almost useless swamp of about 2,000 acres into good rice land worth Rs. 4 per acre annually."

If the Rapti bund answers the purpose for which it is designed, and as the heavy floods this year were calculated to test it severely, it probably will, some 40 fine revenue-paying villages will be saved from annually increasing deterioration, and their prosperity will be ensured. The bungalow at Atrowla (which contains two large centre-rooms besides side-rooms and out-offices) is strongly built, and being 32 miles from Gonda, will be of great convenience to all inspecting officers.

59. The cost of the works has been much less than I had at first anticipated. In order to find work for the number of women and children employed in excess of the men, the clod breaking and surface dressing was finer than would ordinarily be done on a district road at this season of the year; the digging too was most laborious and consequently expensive. The stiff clays of the rice districts in which most of the works lay after the drought of 1873-74 were hard as a stone, and in many places during the greater part of the time the works were in progress, ordinary phourahs were of no use, and koodra and kodali picks had to be substituted.

Moreover, the turfing which was absolutely necessary to protect the roadways from flood would under ordinary circumstances not have been commenced before the rains. The appendix shows the difference between the actual cost and the estimated cost at ordinary Public Works Department rates.

60. The Engineers' reports submitted since the floods subsided show that all the works are in good order. Mr. Hodges observes as to the effects of the floods, that though the whole country bordering the Rapti has been one sheet of water during June and July, there has been no serious damage and there is scarcely any evidence of the high floods beyond the heaps of rubbish left behind when the waters receded, except on the Atrowla and Tulsipur road which runs at right-angles to the Rapti river, and a few long wide slopes left as channels for the flowing waters. He reported that even there only ordinary repairs after the rains will be required, and these are now in hand from district funds.

61. "I would submit," to quote from my general administration report, "that the work arranged and started under circumstances most trying to the mind has been conducted under great physical trials, and though successfully conducted, has been the cause of much anxiety and not a little suffering to all concerned. The field work has been carried on through the hottest part of the year in the Terai, which is notoriously unhealthy, and in great measure the general superintendence has been conducted by officers unrelieved of their ordinary duties and not inured to such exposure."

Mr. E. Hodges, whose services as Sub-divisional Engineer at Gonda in the early part of the year had been invaluable, worked with equal energy in his more responsible position as Executive Engineer of the relief works division. To his professional knowledge, this officer adds an insatiable capacity for work and singular physical energy; his advice in matters of organization and his singularly hearty co-operation in the work of supervision have largely contributed to the success of the operations, and I trust that he may receive substantial proof of the Government's appreciation of these services and confirmation in the grade in which he is now officiating.

He records of Mr. George Campbell, District Engineer, that he has given the greatest assistance in the Bharaich works and proved himself an able and energetic officer, working heartily in camp, laying out and supervising work, and taking measurements for his estimates, all of which were submitted by the end of June. I can from repeated personal observation bear testimony to the cheerful energy which this officer exhibited in getting through his arduous duties at a trying season of the year, and I regret to add that, although he has since been transferred to Fyzabad, he has not been able to shake off the fever which he contracted in the field.

62. Of the subordinates in the Public Works Department, Mr. Hodges writes that they have, on the whole, worked well and have done their best. I am sure that Sir George Couper will be pleased to read that they were encouraged and stimulated by the promise made by the Chief Commissioner to remember those who distinguished themselves, and that neither Mr. Hodges nor those whose services he specially commends will have erred in trusting that their services will be recognized as opportunity occurs.

Those who distinguished themselves are ranked by Mr. Hodges in order of merit as—

- 1.—Sakhawat Hossein, Sub-overseer, 3rd grade.
- 2.—Babu Motiram, Sub-divisional Clerk, Bharaich, and Officiating Sub-Overseer.
- 3.—Goluknath Sen, Overseer.
- 4.—Bukhtawar Lal, Sub-Overseer, 1st grade.
- 5.—Dabipershad, ditto ditto.

But this list includes the living only, and not the dead. Mr. Hodges has accorded in other correspondence the very first place to Babu Hetram, Sub-overseer of the 1st grade, who died after the works were closed of fever after several attacks had been more or less overcome. I fully concur in Mr. Maconochie's regrets and hopes in respect to this officer and his family. He "cannot refrain from reporting with great sorrow the death of one of our best men from fever brought on by his exertions during the most inclement season of the year, and would fain hope that Government may be pleased to grant to his widow and children some small pension in recognition of the services of their husband and father who died doing his duty as bravely as any soldier in battle."

Mr. Chapman expresses himself as "extremely satisfied" with the way in which Sub-overseer Sakhawat Hossein performed his duties, and praises Bukhtawar Lal.

63. Of the Civil Officers, to Mr. Maconochie, Officiating Deputy Commissioner of Gonda, is due the lion's share of praise. His report speaks for itself, and his powers of organization, unwearied industry, and unfailing resource have been of the highest value. He does not report altogether favorably of the Tehsildar of Atrawla, but he acknowledges the services of the Peshkar Wali Mahomed, the Officiating Tehsildar Dhunput Rai, and the Officiating Peshkar Ehsanul Hak. Of the European Officers, he writes: "Captain Forbes, Officiating Settlement Officer, gave me invaluable aid in arranging for the purchase and storage of grain at a time of urgent need, when I could not, without neglecting important work, have left the north of the district to do what he did for me. Mr. Butts, Assistant Commissioner, shared with me the labor of organization and of supervision of the relief works gangs, and when alarming reports were received about the Mehnawan portion of the district, he at once proceeded to the spot, and by his carefully conducted inquiry enabled me to relieve the wants of those really requiring assistance. Mr. Bennett, Superintendent of Encumbered Estates, merits my acknowledgments for the manner in which he assisted me in procuring grain at a time when I should have been hardpressed to collect the amount required."

Concurring in this, I am glad to record that Mr. Maconochie has since been promoted to the grade of Deputy Commissioner, that Moonshee Dhunput Rai has been appointed Tehsildar, and that the Chief Commissioner has intimated that the services of the European Officers and of the two Peshkars will be recognized by promotion as occasion may offer.

64. Of the Bharaich officials, I would very heartily commend Mr. Chapman, Assistant Commissioner. I confirm what I have elsewhere recorded that this officer, after having furnished me with the first reliable reports as to the state of North Bharaich, and organized under the greatest possible disadvantages the first relief works, where the delay of a few days meant the sacrifice of life and the depopulation of an estate, called suddenly to the charge of a district and all its works, has successfully conducted them to a satisfactory conclusion. He does not in his report mention Mr. Macmahon, Assistant Commissioner, because he was not in a position to know how great were that officer's exertions to procure and send forward the necessary supplies of copper coin to pay the gangs. I (who observed them) am glad to acknowledge their extreme value at the time, and the earnest cheerfulness with which they were rendered at a time when Mr. Macmahon was unavoidably overwhelmed with a mass of ordinary and extraordinary duties, with which it was difficult for one man to deal.

Of the district subordinates whose work commended them to my notice, he records of Shindial Peshkar, that "he did good service as superintendent of works, being constantly on the move and keeping those in charge of each work up to the mark; unfortunately he fell ill (of Terai fever) in July and is still unfit for his duties."

Of Gyapershaud, he says: "I cannot speak too highly of the way in which he performed his duties. He is a good, trustworthy man, worked cheerfully, and not a single complaint was preferred against him."

Of Darogha Imamuddin: "He had sole charge of the road from Pipraghat to Ekona, and I have it on Mr. Hodges' authority that this job is of the best and cheapest in the whole division."

I regret to record that Mr. Chapman has during his exertions contracted fever, which it is hoped that a change to Fyzabad may enable him to cast off; but I am glad to state that Shindial has been rewarded by promotion to the rank of Tehsildar, and that the Chief Commissioner will see that Gyapershaud and Imamuddin are not lost sight of.

65. Of the native gentlemen, Mr. Maconochie records that to the Maharaja of Bulrampur the best thanks of the Government of India are due. Maharaja Sir Drigbejoy Singh, K. C. S. I., is officially well known to the Government as a nobleman of severely tried and approved loyalty. As a *quondam* extraordinary member of Council, he is personally known to the Viceroy.

On occasion of former scarcity in his estate, he received the commendation of the Chief Commissioner, Sir Charles Wingfield, for the liberal succour he afforded to his tenants, and he has fully maintained his high reputation on this important occasion.

On receipt of my letter, reporting the great distress at Kakardari, he made arrangements by which he was personally soon on the spot. When Colonel Anderson, Revenue Surveyor, reported from personal observation great distress amongst the Tharu villages in a remote corner of the Nepal frontier, he proceeded to the spot, and in both instances his arrangements were thorough and satisfactory. He has declined to receive any compensation for his interest in the lands taken up for public purposes in his extensive estate. He effectually took upon himself the charge of the poor and even of our poor-houses in his estates; his elephants and horses were placed at the disposal of our inspecting and superintending officers; and he has responded to every call, although for various reasons his circumstances were more embarrassed than had been thought. Indeed, his extreme liberality and his construction and endowment of the Bulrampur Hospital at Lucknow has temporarily crippled even his large resources. I shall be glad to hear that these services have been acknowledged by the Government, which we all alike serve.

66. To his Naib, Bhya Ram Shunker Lal, very considerable praise is due. Without detracting from the merits of his master, I may say that the good intentions and even the orders of the Maharaja might have missed their mark had it not been for the very cordial and earnest co-operation of this able and intelligent gentleman, whose services are fully recognized by the Deputy Commissioner of Gonda and the Engineers of both districts.

67. Mr. Chapman has placed on record his sense of obligation to Bhugwan Sarup, Peshkar of the Raja of Bhinga, for his effective assistance in procuring copper coin and grain for the payment of the gangs, when neither were easily procurable.

68. To Nawab Nisar Ali Khan, Kazilbash, and the local agents of the Raja Rajgan of Kuppurthulla my acknowledgments are due.

* * * * *

69. Mr. Hodges' report, and the map and comparative estimates of the work done at ordinary Department Public Works rates, and those taken as for relief works under the system pursued, are appendices to this report.

Deputy Commissioner, Gonda, No 1596, dated 11th September 1874.

Deputy Commissioner, Bharaich, dated 12th September 1874.

68. The reports of the Deputy Commissioners of Gonda and Bharaich are herewith submitted.

APPENDIX.

LIST OF ESTIMATES.

District.	Roads.	No. of miles.	Estimate at relief rates.	Estimate at Department Public Works rates.	Completed.	Expenditure.
					Miles.	Rs.
GONDA	Military road ...	36	81,312 @ 8	32,474 @ 3	36	45,853
	Chowdri Dee } 1st section ...	16	36,181 @ 7-8	15,310 @ 3	16	61,505
	to Kargupur } 2nd „ ...	15 ¹ / ₂	22,855 @ 8-8	7,614 @ 3	13	
	Bulrampur to Utrowla ...	17 ¹ / ₂	52,277 @ 9	12,931 @ 3	17 ¹ / ₂	36,662
	Bulrampur to Ekowna ...	11 ¹ / ₂	40,315 @ 8	16,394 @ 3	9	11,776
	Utrowla to Tulshipur ...	11 ¹ / ₂	46,371 @ 8	18,484 @ 3	14 ¹ / ₂	30,774
	Korasar to Munkapur ...	11 ¹ / ₄	7,533 @ 6-8	3,509 @ 2-8	7	4,619
	TOTAL	125 ¹ / ₂	2,75,261	1,05,728	112 ¹ / ₂	1,94,189
BHARAICH	Military road, section ...	15 ¹ / ₂	21,906 @ 7	10,983 @ 3	15 ¹ / ₂	18,435
	Nanpara to Bharaich (Jingraghat) ...	1	5,754 @ 9	2,115 @ 3-4	1	3,759
	Lachmanpur to Muthara ...	5	2,262 @ 4	1,477 @ 3	5	2,262
	Gobbapur to Bhinga, with Schelwa branch ...	9	9,016 @ 9	3,700 @ 3	9	6,571
	Bhinga to Lachmanpur ...	8 ¹ / ₂	4,102 @ 5	2,284 @ 2-8	8 ¹ / ₂	4,100
	Pipraghat to Ekowna ...	13 ¹ / ₂	5,582 @ 6-8	2,399 @ 2-8	13 ¹ / ₂	4,853
	Pipraghat (Bhinga) to Churdah ...	32 ¹ / ₂	24,359 @ 7-8	9,173 @ 2-8	14	8,410
	Bhinga to Nanpara ...	26	33,865 @ 8	12,181 @ 2-8	13	13,910
	TOTAL	110 ¹ / ₂	1,09,846	44,645	79 ¹ / ₂	62,300
FYZABAD		5 ¹ / ₂	3,000	.....	5 ¹ / ₂	2,997
	Gonda ...	125 ¹ / ₂	2,75,261	1,05,728	112 ¹ / ₂	1,94,189
	Bharaich ...	110 ¹ / ₂	1,09,846	44,645	79 ¹ / ₂	62,300
	Fyzabad ...	5 ¹ / ₂	3,000	...	5 ¹ / ₂	2,997
	TOTAL	241 ¹ / ₂	3,88,107	1,50,373	197 ¹ / ₂	2,59,486
GONDA	Mehuwan canal ...	...	8,730 @ 6	3,058 @ 2-8	...	3,516
	Chowdri Dee tank ...	...	1,858 @ 6	851 @ 2-12	...	1,313
	Lalia tank ...	...	2,839 @ 6-8	1,310 @ 3	...	2,217
	Bapti bund ...	...	1,060 @ 4-4	520 @ 2-8	...	1,354
	Inspection bungalow at Utrowla, Gonda ...	...	1,841	1,666	...	1,751
	TOTAL	...	16,268	8,014	...	10,181
	GRAND TOTAL	241 ¹ / ₂	1,04,375	1,58,387	197 ¹ / ₂	2,60,667

WILLIAM CAPPER,
Commissioner.

From G. B. Maconochie, Esq., Deputy Commissioner of Gonda, to the Commissioner of the Fyzabad Division,—No. 1596, dated Gonda, the 11th September 1874.

I HAVE the honour to submit a final report on the famine relief operations carried out in this district under your orders, and now brought happily to a close by the advent of a bountiful harvest.

2. Before detailing the measures taken to relieve distress, a short description of the district may not be out of place.

3. The district of Gonda lies on the left bank of the Gogra, and stretches in the form of a parallelogram, somewhat contracted in the centre from that river to the Nepal Hills. It is for the most part a flat plain, intersected by numerous small rivers and streams, which take their rise in either the hills to the north, or some of the large jhills in the Bharaich district to the west. The soil south of the Rapti is chiefly a rich loam, friable, easily worked, and extremely productive, growing in the autumn maize, rice and millets, and in the spring wheat, barley, pulse of all kinds, oil-seeds, sugar and poppy; while north of that river, we find principally a stiff clay, producing chiefly rice in the autumn and similar spring crops to those mentioned above.

4. The district is divided into three broad divisions, *first*, the Terwaha or low-lying lands, which extends from the Gogra to the river Terhi; *second*, Uperhar or elevated plateau extending from the Terhi to the river Kuana; and *third*, the Terai from the Kuana to the foot of the first range of hills.

5. In all these divisions, the spring crops are much the same, but the autumn crops are very different. In the Terwaha the maize, requiring little water, is chiefly grown; in the Uperhar maize and early rice are the principal staples, while the late rice is grown only where a depression in the ground retains the rain-water to a comparatively late period; while in the Terai, more especially in the immense tract lying north of the Burha Rapti river, the late rice is the main product, and that on which the people chiefly depend for providing themselves with all their little necessities. Both kinds of rice are sown as soon after the beginning of the rains in June as possible, but with this difference. The early rice, which is in every way inferior, is sown broadcast in the fields in which it will finally come to maturity in September, while the late rice is first sown in beds prepared for the purpose, and when the plants are about 9 inches to a foot high, they are transplanted to the rice fields, where they come to maturity about December. This work of transplanting is laborious in the extreme; the field requires to be at least ankle deep in water before work is commenced, and as the soil has been previously well ploughed, men, women and children have to work, under a blazing sun, up to their knees in water and slush. No doubt their reward is great should the rains prove favourable, while on the contrary, if the season be at all adverse, and rains cease too soon, *i. e.*, before the end of September or beginning of October, no crop yields so poor a return. In addition to the precarious nature of the crop, the climate is unhealthy, and the nature of the employment renders the people peculiarly subject to attacks of fever, which yearly not only carries off considerable numbers, but debilitates those who survive its attacks. I here append a statement showing the percentage of each main class of autumn and winter crops grown in each parganah, classified according to the three main divisions noted in paragraph 4. I add also the area in square miles and population according to last census.

MAIN DIVISIONS.	Name of Parganah.	Percentage of known total area.	PERCENTAGE OF CHIEF GRAINS TO TOTAL KHARIF.				Area in square miles.	Population.
			Maize, Millet.	Kodo, pulse.	Early rice.	Late rice.		
CHIEFLY TERWAHA ...	Paharapur ...	55	44	9	26	7	113	74,139
	Gwarich ...	66	56	12	15	4	273	154,745
	Digsir ...	70	56	11	20	6	154	90,582
	Nawabgunj ...	72	48	14	25	7	141	61,417
	Mahadewa ...	67	35	13	17	10	89	48,820
CHIEFLY UPERHARS ...	Gonda ...	50	15	16	36	20	504	272,378
	Munkapur ...	56	1	17	66	5	125	41,858
	Bumnipaer ...	72	1	6	66	17	66	31,029
	Burapar ...	62	1	11	70	10	77	20,541
	Sadulanagar ...	60	6	13	70	7	101	35,152
CHIEFLY TERAI ...	Atraola ...	63	2	7	55	30	195	72,464
	Bulrampur ...	47	5	3	26	57	424	160,237
	Tulsipur ...	60	4	4	16	65	440	104,454

6. As a broad rule the Terwaha parganahs flourish when rains are somewhat scanty, because the Indian-corn, millets and pulses do not like much water. Those in the Uperhars like moderate rains, while in the Terai, so long as floods can be staved off, any amount of rain can be taken without injury, while the later it falls the better for the fine rice. Last

year not only were the rains scanty beyond memory, but they left off unusually early. I give here a comparative statement showing rain-fall for four years between June and February :—

MONTH.	1870-71.	1871-72.	1872-73.	1873-74.	REMARKS.
June ...	2.5	5.4	5.5	3.8	
July ...	25.2	18.5	16.1	8.4	
August ...	16.3	12.2	10.4	5.1	
September ...	9.8	20.3	11	3.5	In 1871-72 rains left off on 20th September.
October ...	.8	...	...	...	In 1872-73, 26th September.
November ...	...	...	...	...	In 1873-74, 6th September.
December ...	...	...	...	...
January ...	.6	2.2	...	.2	
February ...	...	.7	...	1	

7. It will thus be seen that the Terwaha parganahs did well. The Uperhars suffered in rice from the early cessation of the rains, none worth recording having fallen after 6th September, while in the Terai the failure was general and for the most part complete. All over the district the area under spring crops was circumscribed, notwithstanding the efforts made by the people to sow the lands by first irrigating them. I calculate that at least $\frac{2}{3}$ ths of the land usually under spring crop lay fallow :—

In Terwaha $\frac{1}{3}$ less,
 „ Uperhar $\frac{1}{3}$ „
 „ Terai $\frac{1}{3}$ „

so that by the middle of November it was sufficiently clear that unless we had good and early winter rains the distress in the district would be very great indeed. The tanks were all empty, and although the people were digging kutchha wells to the best of their ability through the greater part of the parganahs which had suffered most, viz., Tulsipur and Bulrampur, kutchha wells cannot be dug at all by reason of the depth at which water is procured, and the extremely sandy nature of the subsoil.

8. Much depended upon the Christmas rains; if these fell early and freely it was possible for the district to have got through the season, not without pressure it is true, but without famine. These, however, failed equally, and to add to our misfortunes a severe frost early in January practically destroyed the arhur pulse which had been largely sown, and in the early part of the season promised extremely well. It comprised about $\frac{1}{4}$ of the entire spring crop, and not more than $\frac{1}{4}$ of this produced anything; damage was done also to the gram and peas, so that by the middle of January our prospects were extremely gloomy. Fortunately, in the last few days of January and early in February, we were blessed with a good fall of rain, which doubled the spring crops then in the ground, and saved certainly the northern centre of the district from the same fate as awaited the Terai. But to counterbalance this, in April hail fell upon a cluster of villages lying eastward in parganahs Gonda, Munkapur, and Mahadewa, and destroyed the hopes of the people in about 40 square miles of country, rendering relief imperative.

9. The portion of the district in which great distress was originally anticipated comprised an area of 1,439 square miles; but the January and February rains saved Sadulanagar, Burapar, and the north of Gonda, comprising an area of 280 square miles; deducting this area, and adding the 40 square miles destroyed by hail alluded to in preceding paragraph, there remained an area of 1,300 square miles, with a population of 350,000, with a famine staring them in the face.

10. In using the word “famine” I do so advisedly, and without any wish to exaggerate the situation. It may be true that the loss of a single crop does not ordinarily produce such a dire result, and that in 1864, when a similar misfortune befell the northern parganahs, no evil consequences followed; but the circumstances of the people were very different. The failure of 1864 succeeded several years of plenty; there were ample stores in the neighbouring districts of Nepal, and most of the large farmers of Bulrampur and Tulsipur had considerable stocks of grain to fall back upon. Now this was all altered; for several years past there has been more or less a failure of one or other of the harvests: in 1870-71 the spring harvest was below average for want of winter rains; in 1871-72 we had the great September flood, which damaged the autumn, and the January fogs which injured the spring, harvests. In 1872-73, again, winter rains failed, and the spring harvest was poor, so that for three years there have not been two good harvests in succession. Stocks had been thus greatly diminished, and also by the drain caused by the scarcity in Central Provinces and in North-West Provinces in 1869 A. D., and finally the Nepal districts, which are our usual stand-by, were in rather worse plight than ourselves. All this, added to the great demand in Bengal, which drained the southern parganahs of their surplus stores and thereby kept prices high, precluded any hope of the people carrying on unassisted. The best proof of the very great distress prevailing even in January is the fact that the poorer people had even then begun to feed on roots, wild fruits and berries, that crime was greatly on the increase and the people in Tulsipur were deserting their homes. I have no hesitation in recording that unless in January prompt measures had been adopted, the results would have been most calamitous.

11. Finding that the rains had ceased so early, and hearing gloomy accounts from the north on September 27th, I went into camp, going first to Bulrampur, then visited the country between the Kuana and Rapti, and the worst part of Gonda. It was lamentable to see the fine rice withering away for want of water, and the despair of the people at the sight of their main staple gone. I then went south satisfying myself as to the state of that portion of the district, and soon saw that under no circumstances was there any danger in the Terwaha. As regards the north, early in November I requested Mr. Hodges, the Sub-divisional Engineer, to get two projects prepared, so that if the winter rain failed and work had to be started, we might have something to commence upon. The Atraola and Bulrampur, and Bulrampur to Ekona roads, were the works selected, and so heartily did Mr. Hodges enter into the proposals that by the time you visited the north of the district early in January, these were prepared in the rough and ready for submission to the Chief Commissioner. Early in January it was clear that these two projects would not be nearly sufficient to afford employment to all who would require to have work found for them, and after consultation with the leading members of the native community when you had visited the afflicted portion of the district, the following works were fixed upon as being best adapted to bring employment near the homes of those requiring assistance :—

1. Raising and widening road from Atraola to Bulrampur, 17½ miles.
2. Raising and widening road from Bulrampur to Ekona, 14½ miles.
3. Raising and widening military road from Pachparwa to Nipalgunj, Gonda Section 86 miles.
4. Construction of road from Atraola to Tulsipur, 14½ miles.
5. Construction of road from Chowdridi to Kurgupur, 31½ miles.
6. Construction of road from Khorasur to Munkapur, 11½ miles.
7. Drainage canal at Mehnaon (3 miles) later on as the above-noted works began to draw towards completion, and it was still necessary to provide employment.

Three other works were undertaken, *viz.* :—

1. A tank at Chowdridi in parganah Tulsipur, where water is greatly needed.
2. A tank at Laha, parganah Tulsipur.
3. Constructing band at Ghasyar Ghât on Rapti.

I may mention that a series of roads were also projected through north of parganah Gonda, parganahs Sadulanagar, Burapar and Munkapur, but the rain in January and February having saved the rabi, beyond roughly settling the route, nothing was done on them.

12. I do not here attempt a description of each work undertaken; this appertains to the Engineering Department, but the accompanying sketch map will show the situation and direction of each.

13. Having settled the works to be undertaken, the question arose by what agency was the work to be carried out? No doubt it belonged chiefly to the Department Public Works, but as higher authority had determined (and most wisely I think) that all who could do anything should be employed, and only the absolutely helpless supported at the poor-houses, it was thought best that the work should be carried on by the district authorities, supervised and directed by the engineering staff. The plan has worked well, and although judged by contract rates, no doubt the cost of our work is high, yet considering the disadvantages under which we laboured in having to deal with not only unskilled workmen but many weak and feeble, and working during the most unfavourable season of the year, I do not think we can be reproached with wasting Government funds uselessly. I am aware that many officers hold strongly to the opinion that only the able-bodied should be taken on to the works, and that all the feeble and aged should be sent to the poor-house to be supported gratis, or in exchange for any little work that might be given them to do. In this view I totally disagree, holding it to be bad for the people politically and morally to receive wholesale gratuitous help. I have no hesitation in saying that if we had adopted the system of gratuitous relief we should have had the whole country on our hands. But by the system adopted we gave assistance to those who required it, while offering no attraction to persons having work in their own villages to leave their ordinary employments and crowd Government works.

14. As it was of importance to avoid having large overcrowded encampments in which disease might be engendered despite all precautions, it was considered advisable to establish a number of gangs some miles apart from each other under a mohurir to keep the accounts and pay the people, and a supervisor to lay out and check the work done.

We had in all 17 gangs at work, and although this increased the labour of supervision, yet the results were most satisfactory; the encampments were kept down to a minimum, most of the work-people getting back to their homes every evening. As a precautionary measure, a field hospital was attached to each gang directly the season approached when sickness might be apprehended, but I am thankful to say only the ordinary diseases required treatment. We had no outbreak of any epidemic, and I think I may attribute this (under Divine Providence) in a great measure to our having kept the people apart and prevented crowded camps.

15. The system of management adopted was as follows: over each main gang there was a mohurir to keep accounts and take care the necessary funds were available for daily

payments; a supervisor of works who apportioned out and overlooked the works of each sub-gang and assistant mohurirs and mates according to the numbers who flocked to the works. As a rule, each assistant mohurir had 220 persons under him told off into four sub-gangs of 55 persons each, 5 being skilled diggers, the remainder unskilled; there were two mates to each sub-gang: I tried first to work with but one, but found the work was more than one could manage, so allowed a second. One of these mates was required to be able to read and write either Hindi or Persian; he kept the roll of workmen, and after a certain hour in the morning, usually 7 or 8 o'clock, marked down all in attendance; he then made up his accounts, delivering to the assistant mohurir a total shewing number of persons present in each class and amount of money required to pay them. After the assistant mohurir had checked up the returns of his mates, he made up a similar total for the head mohurir, who, after receiving the accounts of all his assistants, made up the accounts of the whole gang. He was expected to have made over by 3 o'clock to each assistant mohurir the money required to pay each sub-gang, and the mohurir distributed again this to the head mates, who, when the order to leave off work was given, seated their sub-gangs according to their order in the nominal roll, and after the number had been tested, order to pay was given and each person received his daily wage. I tried making the head mohurir pay the men himself, but as the gangs grew in number, this system utterly broke down. As the majority of the work-people returned to their homes every evening it was of great importance to get them off the ground as soon as possible, but as many were sometimes detained until 9 or 10 o'clock at night, or perhaps kept two or three days without their wages, the reformed system was introduced; payments at each gang being made simultaneously, it was as easy to pay 5,000 as 500, no delay occurred, and the work-people were off to their homes before dark.

16. To supervise the gangs, the tehsildar and peshkar of tehsil Atraola were relieved of their ordinary duties in order to give them time to superintend the works, and in addition Mr. Butts and myself divided the district between us, he taking south of the Rapti and I north. Thus there was constant supervision, and no gang remained many days together unvisited. When the heat drove us from camp in the middle of April, our place was taken up by Mr. Said Mahomed Ahmet, Extra Assistant Commissioner, who remained until 15th May, when he could no longer be spared from the sadr. I had to withdraw him, but as I went out myself, visiting all the main works, remaining out until the end of May, no great inconvenience was experienced. I regret I was unable to remain out the whole time, having to return to the sadr, thus leaving the supervision to the tehsildar, an experienced officer, and one who could have done most excellent service had his zeal equalled his ability.

17. The salaries paid to the mohurirs and other supervisors were as follow:—

Head mohurir	from 8 to 10 annas	per diem.
„ supervisors	8 annas	per diem.
Assistant mohurirs	from 4 to 5 annas	per diem.
Head mate	3 annas.	
Assistant mate	2 annas.	

The wages were fair as regards assistant mohurirs and mates, but rather low as regards head mohurirs and supervisors. Another Rs. 5 or Rs. 10 per month would not have added much to the percentage of establishment, while it would have attracted a better class of men for employment; and had I the work to do over again I would advocate paying this class of men more highly.

18. The wages to be paid to labourers as first determined were as follow:—

Skilled diggers	2 annas	0 pies	per diem,
Unskilled „	1 anna	6 „	„
Adult carriers	1 „	0 „	„
Juvenile	0 „	9 „	„

but after a fortnight's trial I found these rates were so much above the ordinary rates paid in villages to unskilled diggers and common coolies that I was attracting the whole population to our works, I therefore with your permission reduced the rate to as follows:—

Skilled diggers	2 annas	0 pies	per diem.
Unskilled „	1 anna	0 „	„
Adult carriers	0 „	9 „	„
Juvenile between 12 and 7 years	6 „	„	„
Do. below 7 years	3 „	„	„

Grain was usually selling at 32lb per rupee. No doubt the rate was low, but as it represented 2lb of grain for 1 anna, and was as much as an ordinary labourer received in his village, I did not think Government should give more. Where a whole family resorted to the work, the wages were ample: they not only lived well but were able to save something.

19. The work-people were paid in money every day as a rule, and it was not the least of my difficulties arranging so as to ensure a full supply of copper coin at each gang. The Government coinage was hardly known north of the Rapti, the principal circulating medium being the lumps of copper known as Goruckporee pice; these could be purchased at one time for 20 gundahs of 4 to the rupee; but before I could receive the supply of coin I had indented for,

directly it became evident that relief works would have to be extensively undertaken, the price ran up, and before March I could get only 16 gundahs for the rupee.

20. At every gang I had several banias selling grain, parched corn, &c., so that the people after getting to their homes should not have to go about searching for food. The system answered so well that at several of the larger gangs small wholesale dealers found it worth their while to bring their grain and retail it at wholesale prices. When copper coin failed, I tried paying the people in grain; but the operation was so tedious that I stopped it as soon as I could, providing grain through the local dealers to such as required it.

21. Having detailed the measures adopted for the management of the work-people, I append a table showing the dates on which work commenced, the number employed, and the cost.

NAME OF WORK.	Date on which commenced.	Total number of persons employed from date of commencement of work.	AMOUNT PAID TO			Contingencies.	Grand Total.
			Labourers.	Establishment and contingencies.	Total.		
			Rs. As. P.	Rs. As. P.	Rs. As. P.		
Atraola and Bulrampur road ...	20th January 1874 ...	610,414	30,160 3 0	6,601 6 2	36,661 9 2	Included under head "Establishment."	
Tulsipur and Atraola road ...	21st February 1874 ...	561,460	29,259 4 0	2,514 4 3	30,773 8 3		
Chowdridah Khougupur road ...	.....	1,222,110	53,639 3 0	5,366 0 3	59,005 3 3		
Military road, Gonda section ...	.....	786,916	41,706 4 9	4,146 0 0	4,585 4 9		
Ekona and Bulrampur road ...	25th February 1874 ...	181,940	10,314 5 3	1,461 12 0	11,775 7 3		
Chowdridah tank ...	16th May 1874 ...	24,961	1,203 13 9	138 15 9	1,342 13 8		
Lalya tank ...	7th May 1874 ...	44,165	2,019 7 6	197 6 6	2,216 14 0		
Band, Ghasyar ghât ...	19th June 1874 ...	21,504	1,217 9 0	136 2 6	1,353 11 6		
Khurasa and Mankapur road ...	8th April 1874 ...	73,398	4,082 1 9	538 9 3	4,620 11 0		
Mehnaon canal ...	27th February 1874 ...	66,924	3,150 8 9	356 11 8	3,506 10 7		

22. It will be seen that between February, when the work really commenced, and August, when it closed, we supplied work to 3,593,681 persons. The average daily attendance amounted to 21,139, at a cost of Rs. 1,208. The greatest number flocked to the works in May, in which month we had 1,105,644 on our hands. This was to be expected: work is usually everywhere slack in that month. The spring crops have been garnered, while the ploughing for the autumn harvest has not yet regularly commenced.

23. In June the rains fortunately set in early, and as our rates were not attractive, all who had work to do left us, and the numbers gradually fell away. The works north of the Rapti were all closed early in July, as the country was soon flooded, and it was found impossible to carry on any longer. This, however, had been foreseen, and the measures taken to insure assistance to all requiring it will be detailed further on. South of that river work was carried on until the third week in August, by which time the new harvest was gradually approaching maturity, prices were falling, and work available as in other years. As Mr. Hodges, Executive Engineer, is furnishing a report on the professional portion of the work, I have not considered it necessary to trench upon his department by detailing amount of work done, average cost, &c.

24. The land required for these works was regularly taken up under provisions of Act XXVI of 1871; 604 acres have been occupied; the compensation amounts to Rs. 3,082-8-6, with yearly remission of revenue amounting to Rs. 329-6-6; of the amount of compensation, only Rs. 2,446 will have to be disbursed, the Maharaja of Bulrampur, in the most liberal manner, declining to receive any payment for his land, giving it as a contribution to the relief of his tenantry.

25. As the work-people generally returned to their homes every evening, no special sanitary measures were adopted; those who came from far were few in number and easily found shelter in the different villages and groves near their work, so that nowhere were there any considerable number congregated together.

26. As the hot weather set in and numbers increased, it was considered advisable to provide against the contingencies of an epidemic breaking out. With this view field hospitals were established at each gang, supervised by Hospital Assistants, and standing hospitals prepared at Bulrampur, Atraola, Tulsipur, and Chowdridah. The Hospital Assistants were expected to visit the gangs in their charge every day, while the two senior men, Futteh Khan at Atraola and Abdul Mahomed Khan at Chowdridah, acted as inspectors. I add a list of the men employed and their stations.

NAME	Grade.	How employed.
Futteh Khan ...	1st Grade	Inspection duty.
Lall Mahomed ...	3rd "	Chowdridah.
Abdool Guffoor Khan ...	" "	Tulsipur.
Ram Tahal ...	" "	Khurasa.
Deen Dayal ...	" "	Mehnaon.
Guffoor Khan ...	" "	Ramnagar.
Abdool Mahomed Khan ...	" "	Inspection duty.
Sheikh Aimers ...	" "	Atraola and Bulrampur roads.

Providentially their services were not required in the emergency contemplated; the work-people were remarkably healthy all through, only ordinary diseases coming under treatment. I show the number treated after establishment of these hospitals:—

NAMES OF PLACES.		FEBRUARY 1881.																													
		Febris Intermittent.	Diarrhoea.	Dysentery.	Ophthalmia.	Small-pox.	Parotitis.	Rheumatism.	Hepes.	Gonorrhoea.	Abcesses.	Ascites.	Bronchitis.	Dyspepsia.	Spermatorrhoea.	Wounds.	Debility.	Ulcer.	Bubo.	Splenitis.	Scalens.	Syphilis, Primary.	Colic.	Otitis.	Snake-bite.	Ophthalmia.	Sprain.	Constipation.	Other diseases.	Died.	TOTAL.
Chowdriddih	...	18	11	6	4	4	...	9	3	2	2	1	4	13	...	1	...	3	...	3	...	...	...	...	1	...	...	...	7	...	94
Bamnagar	...	26	6	7	4	2	1	43	5	4	12	...	6	34	4	5	4	21	...	8	...	2	1	...	...	...	...	1	2	...	198
Tulsiपुर	...	12	7	...	3	6	...	3	3	...	3	...	...	...	...	1	2	5	...	2	...	...	...	...	...	...	...	...	...	...	47
Mehnaon	...	20	9	1	7	...	...	23	2	4	13	2	3	16	...	2	8	4	...	...	3	...	...	...	...	1	1	...	14	...	142
Khorasa	...	17	4	...	1	4	1	...	...	1	4	1	...	...	...	...	2	4	...	2	...	1	6	...	...	...	...	1	17	...	67
Atraola to Bulrampur	...	12	6	9	2	...	2	2	2	...	...	...	...	18	...	1	...	3	1	...	2	1	1	...	...	...	...	1	...	63	
TOTAL	...	114	43	25	21	16	4	80	15	11	34	4	13	81	4	10	16	40	1	15	6	3	8	6	1	1	2	41	...	611	

There were no deaths in hospital, although before they were established we had three deaths, but all from natural causes. There was also one birth; the woman was a stranger, so I caused her to be housed and maintained until again able to return to work. I should mention that to make the hospital assistants thoroughly moveable, I allowed each man a kahar to attend upon him—he carried the medicines when the hospital assistant was on tour, and when at the hospital made himself generally useful.

27. At first it was not considered necessary to establish poor-houses where cooked food should be distributed, but each head mohurir was authorized to relieve every distressed person who came to him—all who could do any thing were set to work, those who were too feeble were relieved without work being exacted,—but somewhat later on it was deemed advisable to make more systematic provision of poor-houses and circle visitation in the more distressed parts. The Maharaja had a large poor-house at Bulrampur, where from 250 to 300 persons were fed daily,—it was unnecessary to open a second here; but at Atraola and Tulsipur, where there were no institutions of the kind, I caused them to be established, and they are still being maintained; further, at Mehnaon, where some really distressing objects of compassion were found, small sums were given monthly to help to eke out with the charity of their neighbours. I am extremely averse to allowing it to get abroad that Government was to do every thing, and that nothing was to be done by the people themselves. As a rule, the people behaved extremely well, and only occasionally did I find any disposition displayed among them to shirk their admitted responsibilities on the plea that “sirkar” was doing every thing. Further, the Maharaja of Bulrampur organised all through his extensive estates convenient circles, in which he appointed some one of the more influential lessees who made himself responsible that no case of real distress should remain unrelieved, while I ordered all Government officials to watch carefully for the same. The Maharaja himself having provided the funds for relieving the poor of his estate, excepting for the support of the Atraola poor-house, I have not been called upon to provide funds for the indigent in this northern part of the district.

28. In addition to the direct aid of money and food, I have in many instances advanced grain from the Government stores to the poorer class of zemindars to support themselves and dependents on their undertaking to repay when the new crop came in. This action on my part did a vast amount of good; it kept prices down, and forced those having stores to open them, while it relieved the immediate necessities of those who were unable to get credit excepting on exorbitant interest.

29. Thus in every way I have endeavoured, whilst making the people exert themselves, to assist every class who required help; and so satisfactorily has this been effected, that I have heard of not a single death having occurred from any preventible cause, and the people, who, before the opening of the relief works, had been leaving the north of the district in considerable numbers, have all returned to their homes but three. The following are the numbers who have been relieved excluding those aided by the Maharaja of Bulrampur, of whom I have no record:—

	Rs.	As.	P.
29,871 relieved at the poor-houses	1,641 8 4
973 receiving out-door relief	891 12 0
392 receiving advances of grain.			

Included in this I have not added the numbers relieved in the town and environs of Gonda, which hardly come within scope of this report.

30. Before the rains fell in January and February, the aspect of affairs seemed so gloomy, not only on account of deficient crops and empty barns, but also of the large exports towards Bengal which were draining the whole of the southern parganah of grain, that it was deemed

necessary to lay in a reserved stock in case of scarcity during the rainy season when all traffic as a rule ceases. It was at first arranged that the Maharaja of Bulrampur should collect and store with his head lessees or sub-agents 75,000 maunds of grain, whilst I should have in reserve another 50,000 maunds at Gonda; but after the result of the spring harvest had been ascertained, it was decided at a conference held at Gonda, at which the Chief Commissioner presided, that this amount should be cut down to 55,000 maunds for Bulrampur, and 40,000 maunds for Gonda.

31. When on tour in May through the distressed districts, I satisfied myself that the grain had been collected by the Maharaja's servants and was then being stored in places judiciously selected by his head agent, Lallaram Shunker; my own stores were collected and stored at Gonda, partly in the old Atraola Settlement Cutcherry building, and partly in temporary sheds run up for the purpose by Mr. Gilbert, the sub-divisional officer, to whom my best thanks are due for the assistance he afforded me on this occasion. The following is the grain I collected:—

DESCRIPTION OF GRAIN.						Amount.		
						Mds.	S.	Ch.
Wheat	...	...	...	...	...	11,924	37	12
Gujaye (wheat and barley)	...	...	...	...	...	3,279	24	3
Barley	...	...	...	...	...	1,801	14	11
Gram	...	...	...	...	...	7,498	25	2
Bajra (peas and barley)	...	...	...	...	...	6,333	31	14
Peas	...	...	...	...	...	4,484	7	3
Masur	...	...	...	...	...	3	22	4
Juar	...	...	...	...	...	594	18	4
Aksa	...	...	...	...	...	18	17	12
Rice	...	...	...	...	...	13	7	8
Dhan	...	...	...	...	...	758	8	0
Janchinia	...	...	...	...	...	159	6	12
Arhar	...	...	...	...	...	9	8	29
TOTAL						37,708	11	3

I would have preferred, had it been possible, to have made arrangements with grain-dealers to have kept this quantity of grain at my disposal in case of need; but as my assistance in this way on any terms was refused by every one to whom I applied, I had nothing for it then but to trust to my own resources, and these fortunately did not fail me.

Of the grain collected by myself I have distributed 103 maunds in loans as detailed in paragraph 28, leaving 37,603 maunds still in store. I expect when the time for spring sowings commences to dispose of much of the wheat and grain, which is of extra quality, as seed, the remainder I must dispose of as I best can. The cost of this grain amounted to Rs. 97,964-15-3; what the loss will be I cannot at this moment say; but of this I am quite sure, that under the circumstances of the district the storage of this grain was imperative necessity, and if, in consequence of the present bountiful harvest, half the sum is lost, Government will be well repaid by the present hopeful state of the district, the actual good it has done in helping the poorer classes of yeomanry, and the effect it has had in keeping down prices and forcing the grain-dealers to open their stores. Although Government may have lost by this action of the dealers the people as a mass have gained to a very large extent, and I trust that this will be borne in mind when the cost, though apparently heavy, comes to be considered. The grain stores in the Bulrampur estates has been paid for partly by the Maharaja and partly by Government. The Maharaja has received an advance of Rs. 75,000, which will be repaid by easy instalments, the balance he paid himself.

32. In conclusion I have now only to record my thanks to those who, during this most anxious year, have given me their cordial assistance.

33. Captain Forbes gave me invaluable aid in arranging for the purchase and storage of grain. I use the word invaluable, because he came to my assistance at a time of urgent need when arrangements had to be made, and I could not, without neglecting important work, have left the north of the district to do what he did for me.

34. Mr. Buits, Assistant Commissioner, shared with me the labour of organisation and supervision of the relief work gangs; and when alarming reports were received about one portion of the district, at once proceeded to the spot, and by his carefully conducted enquiry enabled me to relieve the wants of those really requiring assistance.

35. Mr. Benett, Superintendent of Encumbered Estates, merits my acknowledgments for the manner in which he assisted me in procuring grain at a time when without his aid I should have been hardpressed to collect the amount required.

36. To the Maharaja of Bulrampur the best thanks of the Government are due for the assistance he afforded us and the liberality he has displayed from first to last as I have

already detailed in this report. My thanks are equally due to his head agent, Lalla Ram Shunker, on whom the work of organising relief circles and storage of grain fell. I am personally much indebted to him for the necessary copper coin for the payment of the work-people, and in the aid he gave me on all necessary occasions.

37. The tehsildar of Atraola kept his accounts well, but in the more active duties of supervision I regret to say he failed me. He is a man of undoubted ability, but on this occasion his zeal by no means equalled it.

38. The peshkar, Mr. Wully Mahomed, did his best, and my thanks are due to him.

39. The officiating tehsildar, Mr. Dhunput Rai, and officiating peshkar, Mr. Absamul Rak, also did their best, and as already reported I was perfectly satisfied with them.

40. Last, but by no means least, my warmest thanks are due to Mr. Hodges, Officiating Executive Engineer, and his staff, for their exertions. Mr. Hodges' merits as an officer are well known to you; but I feel bound to place on record my own sense of the great assistance he gave me in every department by his unwearied exertions to keep the gangs fully employed, and of the cordial relations which existed between us from first to last. To him I leave the pleasing task of bringing to your notice his own subordinates; but I cannot refrain from reporting with great sorrow the death of one of his best men, Mr. Hetram, sub-overseer, from fever brought on from his exertions during the most inclement season of the year. I have placed his widow and children for the present on the relief fund, but would vain hope that Government may be pleased to grant them some small pension in recognition of the services of their husband and father, who died doing his duty as bravely as any soldier in battle.

41. I have only one word to add to this I fear too long report, and that is, to convey to myself my very best thanks for the aid and support you gave me through this anxious year. Without your cordial countenance and valuable advice I should never have been able to carry the work through in the satisfactory manner it has been accomplished.

Letter from E. Hodges, Esq., Officiating Executive Engineer, Relief Works Division, to the Commissioner, Fyzabad,—No. 365A, dated 11th September 1874.

I have the honor to forward a report on the famine relief works carried out in districts Gonda and Baraich from January to September 1874. These works were included under the Fyzabad Provincial Division up to the end of March, when a separate executive charge (the Fyzabad Relief Division) was formed by Chief Commissioner.

As the Deputy Commissioner's reports will probably give details of numbers employed and points of general interest, I shall merely detail briefly what has been done from an engineering point of view.

It is impossible for me to speak *exactly* as to the cost of all the works, as final accounts have not been submitted, especially the compensation for land; but the amounts to the nearest even numbers of rupees will, I trust, suffice for a narrative report.

Report on Famine Relief Works carried out in 1874, Gonda District.

COMMUNICATIONS.

Road Utrowla to Bulrampore; estimate 109 of 1874-75, Rs. 52,277.

Length 17½ miles; width 80 feet.

The estimate provided for widening, straightening, and raising old road and constructing a new junction road to the Soawun bridge near Bulrampore.

The road has been completed to the full width for the whole distance. Besides this, the sides of embankments have been turfed throughout, and they have stood the exceptionally heavy rains and floods of this year without any material damage.

This is, I think, wrong; the abstract of estimate in my office gives Rs. 37,691 as final estimate, and not Rs. 52,277. It can be checked in Chief Engineer's Office.

W. C. CAPPER,
Commissioner.

About Rs. 15,000 will be saved on the estimate, as the embankments were not carried out to the full height originally

proposed, should more relief work be required.

Road Utrowla to Tulseepore; estimate No. 112 of 1874-75, Rs. 46,371.

Length 14½ miles; width 80 feet.

An entirely new road has been opened out and the work completed, except that the embankment has not been raised to the full height. This will scarcely

affect the usefulness of the road which opens out an entirely new district hitherto almost inaccessible. Thus the road will always be very important, whether it be regarded as an outlet for surplus produce or an inlet for importation, should necessity arise. The sides of embankments having been well turfed have suffered but little, and the usual annual repairs will do all that is required.

About Rs. 12,000 will be saved on the estimate, chiefly through not raising all the banks to the full height proposed.

Military Road, Gonda Section; estimate No 113 of 1874-75, Rs 84,312.

Length 36 miles, width 60 feet.

As a famine relief measure, this has been the most important of the works carried out, since this road runs through the worst districts, extending along the Nepal frontier, at a distance of 10 to 20 miles from the hills.

A patrol track, 30 feet wide, was cleared here after the mutiny for moving troops to watch the rebels who had escaped to the Nepal hills; hence the name. But the original track was in places overgrown, and from not having been kept up, was almost useless as a road.

This line has now been made into a road 60 feet wide, the whole length with 20 feet embankment, varying from 6 inches to 2 feet high, though the general formation level is 1 foot.

The great drawback on this road was the number of *hill streams* crossed (some 15 large streams and over 20 small ones). As it was impossible to bridge all these, *slopes* have been cut down of 1 in 20 by which the crossings are rendered easy. These were all cut before the rains and the road rendered passable throughout, though the embankments are not all to full height of estimate.

Banks have been turfed and have stood the rains, so that ordinary repairs at the end of the season, including a little extra earth-work at the nallas, is all that will be necessary.

About Rs. 24,000 has been saved on the estimate.

Road Chowdree Dee to Kurgoopore; Length $31\frac{1}{2}$ miles, 60 feet width.

1st Section to Muthora Ghât.—Estimate No. 115 of 1874-75, Rs. 36,184.

The earthwork and turfing of this section has been completed for the full length of 16 miles, and the road opened out; materials have been collected for the only *bridge* (Khyrnala) on the line, and are being prepared, but until the water goes down, the bridge cannot be constructed: this will be done in October or November from district funds.

2nd Section south of Muthora Ghât.—Estimate No 197 of 1874-75, Rs. 22,855.

This part has been completed down to Kurgoopore, including clearing jungle and construction of road.

At the closing of relief-works, $2\frac{1}{2}$ miles south of Kurgoopore remained to be completed; this is being constructed from district funds.

The *whole road* from Chowdree Dee to Kurgoopore will probably soon become one of the most important in the district, as it connects the rice-growing country to the north with two systems of roads, and thus with the bazaars, southwards, including Byram Ghât. Thus it will be eminently useful, whether as a line for exporting or importing produce. Considered as a relief-work, it drew immense numbers for about two months, when the pressure was great, since it ran through a part where there was considerable scarcity.

Road Khorasa to Munkapore; estimate No, 180 of 1874-75, Rs. 7,533. Length $11\frac{1}{2}$ miles, completed 7 miles width 60 feet.

This is also a new line in place of an old winding track 20 feet wide, which ran from village to village through the same district.

As there was not the same demand for relief in this part as in the north, the work has not been completed, though 7 miles of road have been constructed

out of $11\frac{1}{4}$, the total length. The portion completed is in good order, and the remainder is being finished from district funds.

The amount of unexpended balance is about Rs. 2,500.

Road Bulrampore to Ekona; estimate No. 116 of 1874-75, Rs. 40,315. Length $14\frac{3}{4}$ miles, 9 miles completed; 80 feet width.

Estimate provides for raising and widening old road as a continuation of the road from Utrowla to Bulrampore.

As relief was not required along this part to a very great extent, the work was not pushed on, but rather kept in reserve for the rainy season, if required then. Hence, when relief-works were closed, only 9 miles (out of the whole $14\frac{3}{4}$) had been completed. The remainder is now being finished from district funds. The new embankments, properly sloped and turfed, have suffered no damage from the floods.

Amount of estimate unexpended is about Rs. 18,000. This saving is due to the fact that—

I.—Only 5 miles have been completed to *full* width 30 feet, as estimated.

II.—Remaining 4 miles completed to width of 20 feet, as suggested by Chief Engineer, should relief not be required to full extent proposed.

III.—Slight reduction in cost of work below estimated rate.

Relief Works, Agricultural Tank, Chowdree Dee; estimate No. 177 of 1874-75, Rs. 1,858.

Estimate was for a new tank at Chowdree Dee on the military road in the northern division of the Gonda District—a place where good water is always very scarce.

As this supplemented the relief-works on the military road, it was not commenced till May, just before the beginning of the rains.

It was intended to dig the tank 8 feet deep as being the utmost likely to be done.

A depth of 6 to 7 feet was reached when the rains thoroughly set in; thus the work was very *nearly completed*, though not quite in accordance with estimate. This, however, will not materially affect the usefulness of the project.

Tank Luha; estimate No. 178 of 1874-75, Rs. 2,839.

This tank also was commenced as a relief-work on the completion of the adjacent road (Chowdree Dee to Kurgoopore) in this part.

Depth proposed was 8 feet of excavation: this has been done, and with the exception of a little dressing which remained when the tank filled with water, the work has been *completed*.

Mehaon Canal; estimate No. 195 of 1874-75, Rs. 8,730.

This canal, which is nearly three miles in length, has been cut to drain off about three square miles of swamp, round the village of Mehaon, into the Kuana Nuddce. A cut has been made the entire length, which is half of the required width, and even in its incomplete state this has been found to work well, and has this year done an immense amount of good in draining off the surplus water from this marshy and fever-stricken part. The work will be finished from district funds, and when complete there is no doubt (from the evidence of its present working) that, besides vastly improving the healthiness of this tract, it will convert an unhealthy and almost useless swamp of about 2,000 acres into good rice land, worth Rs. 4 per acre annually. Rs. 5,000 remain unexpended.

Bund on Rapti.

This work consists of a bund 1,200 feet in length, from two feet to eight feet high, on the south bank of the river Rapti, and lying about half-way between Bulrampore and Utrowla.

There is a dip here in the land through which every year the Rapti waters flowed, and flooded at least four or five miles of country lying rather in a hollow, from which the water could not escape; thus agricultural operations were much interfered with, and besides the land was covered with a sandy deposit.

The bund now completed has been constructed with a view to saving this country formerly flooded.

A substantial bank, with slopes of four to one, well turfed, has been constructed. This year when still incomplete (not being to the full height) it stopped the waters till they flowed over the top during the very highest floods. But now that the bank is at its full height, the overflow will almost certainly be prevented, and the land of a number of adjacent villages will be thereby improved.

Inspection Bungalow at Utrowla; estimate No. 198 of 1874-75, Rs. 1,841.

A serviceable thatched bungalow was constructed at Utrowla for the use of public works and civil officers, as there was no other accommodation here; at all other centres various buildings belonging to talookdars were placed at the disposal of officers.

This bungalow (which contains two large centre-rooms, besides side-rooms and out-offices) is strongly built, and will remain as a chowki, as it is situated 32 miles from Gonda, and will be a convenient centre from which to start on inspection to other out-stations.

The work was completed, partly by skilled labor, and partly by the ordinary relief gangs, at about Rs. 100 below estimated cost.

Summary of the work done in the Gonda District is as follows:—

				Miles.	
New Roads constructed	...	{	Chowdree Dee and Kurgoopore	29	
			Utaowla and Toolseepore	14½	
			Khorasa and Munkapore	7	
			TOTAL	50	
Old Roads improved (widened and raised)	{	Military Roads		36	
			Bulrampore and Ekona (portion completed)	9	
			Bulrampore and Utaowla	17½	
			TOTAL	62	
GRAND TOTAL ROADS CONSTRUCTED				112	
AGRICULTURAL.					
Irrigation Tanks	Chowdree Dee	{	2 tanks.
			Lulea		
Drainage Canal (working, but not complete)			Mehaon		1 canal.
River Embankment	Rapti Bund		1 bund.
Leaving to be completed—					
Roads—	Chowdree Dee and Kurgoopore				Miles.
	Bulrampore and Ekona				2½
	Khorasa and Munkapore				5½
					4½
TOTAL				12½	

besides widening the Mehaon Canal, which (though it acts well) does not carry off the flood water *fast* enough, being only half the estimated width.

Thus, taken as a whole, it will be seen that only a very small portion of the work set in hand remains uncompleted. It must also be stated that the carrying on and closing of various works depended rather on the necessity for relief than on the question of completion of works.

Report on Famine Relief Works carried out in Baraitch District.

COMMUNICATIONS.

Jingha Ghât Approaches; estimate No. 18 of 1874-75, Rs. 5,755.

Estimate was for widening and raising the approaches to the Sotu Nala bridge near Baraitch on the roads from Nanpara and Kutta Ghât.

Work has been completed, and both earth-work and turfing have stood the rains without any loss. Besides affording relief to the poor of Baraich, this work has made a great improvement in the road (Baraich to Nanpara) abovementioned.

Work has been *completed* as estimated at a saving of Rs. 2,000 by working at less than estimated rates.

Military Road, Baraich Section, 15½ miles; Estimate No. 114 of 1874-75, Rs. 24,032.

This is a continuation of the military road in the Gonda district, and runs from Huthu Khoond (the Gonda boundary) to Bugoura Jál on the Nepal frontier. This has been the most important single work carried out in Baraich, running directly through the most distressed districts.

As in the Gonda Section, this road has been constructed generally on the old patrol track (which was 30 feet wide where entire), with a total width of 60 feet, and embankments 20 feet wide and from 6 inches to 3 feet high. All the nalas have been sloped down, and the whole road rendered passable. These nala crossings will doubtless require ordinary repairs after the rains, but otherwise up to the end of July the road was in good order, and not materially damaged.

A *saving* of about Rs. 6,500 has been effected on estimated amount, partly by a reduction in the cost of work, and partly by not raising the embankments to the full estimated heights.

Road Gubbapore to Bhinga; Estimate No. 100 of 1874-75, Rs. 8,722; length 7¼ miles, width 60 feet.

This is an entirely new road, which will form a very useful line connecting the Terai with the system of forest roads north of Bhinga, and opening communication between the Terai and Bhinga, and thus with Baraich.

Sohilwa branch.—A short line, 1½ miles long, taken in continuation of above line across the military road up to Sohilwa, where it meets the forest road from the Terai jungle. The whole work has been very satisfactorily carried out at a saving of about Rs. 2,500 on the estimated amount, due chiefly to reduction of rate when the rains commenced.

Road Bhinga to Luchmunpore; Estimate No. 191 of 1874-75, Rs. 4,102; length 8½ miles.

This is a short line connecting the above places, and opening out a part almost unapproachable before. A good deal of rough land had to be crossed, including one large nala, the Khyan; also two miles of jungle were cleared by rooting out to the full width of road, and altogether a good serviceable road has been made, and the work well carried out to completion.

Road Luchmunpore to Muthora; Estimate No. 168 of 1874-75, Rs. 2,302; length 5 miles.

A short branch connecting Luchmunpore, and thus Bhinga, with the important bazaar of Muthora on the Chowdree Dee and Kurgoopore road. It has generally a formation width of 20 feet 6 inches high; and as good high land was chosen, there are no difficult parts on the road.

It has been satisfactorily completed, and supplied relief to this part when the main road from Chowdree Dee was completed.

The last two lines will be especially useful in opening out a district hitherto entirely beyond existing roads.

Road Pipraghât to Ekona; Estimate No. 167 of 1874-75, Rs. 5,582; length 13½ miles.

This work consisted of two portions—

- (1) Widening and defining a portion of old road from Ekona *via* Chuckpehain towards Bhinga 7¾ miles.
- (2) Constructing a new junction road 6½ miles from Chuckpehain to Pipraghât, to take advantage of the ferry here, which is open at all seasons. The whole work has been completed, except about ½ mile, which remained unfinished when relief works were closed. The road was in first-rate order generally at the end of July when inspected by Executive Engineer, and work had been very satisfactorily carried out.

A saving of about Rs. 750 will be effected, chiefly by working under estimated rate.

Road Bhinga to Nanpara; Estimate No. 179 of 1874-75, Rs. 33,865; completed 13 miles (including portions), width 80 feet.

The whole length of this road is 26 miles, so that only one-half has been completed. Fortunately a much smaller amount of relief had to be given in this part than was at first contemplated when the road was commenced with banks up to the full formation height.

Since May nine miles have been constructed with a lower formation, and the road is being completed from district funds on this plan, so as to be open for traffic from end to end, as also was contemplated in estimate which was prepared in June.

This work was not at first carried through so satisfactorily as the others, from the gangs not having been properly organized. When this was done, the cost was much reduced, and the average rate will now bear comparison with that of other works; also work done is still in good order. Less than half of the estimated amount has been spent, leaving an unexpended balance of about Rs. 20,000.

Road Pipraghât to Churda; Estimate No. 192 of 1874-75, Rs. 24,359; length completed 14 miles.

This road, as laid out and partly completed, runs across the north centre of Baraich, from near Bhinga, to meet the road from Baraich to Nepalgunge, a portion of the district never before opened out.

There are two branch lines, both important, *viz.*, (1) connecting the system of forest roads north of Churda with the main road, and thus bringing these roads into communication with the main line leading to Baraich; (2) a branch from Chumeerpurwa to the Nawabgunge bazar, which will act as a feeder to the main line.

As a relief work, it was commenced in March, and work was started at various places where distress was apparent. Besides this road was intended as a reserve for the rainy season should work be necessary, which was not the case; consequently, out of a total length projected of $32\frac{1}{2}$ miles, only 14 miles, as above, have been completed; the remainder is being finished from district funds, as this will be an important road.

The parts completed are in good order. About Rs. 16,000 will remain unexpended on this estimate, as only 40 per cent. of the work has been done.

The cost of work executed in the rains was below the estimated rate.

Summary of Relief Works in Baraich.

New Roads constructed—

			Miles.
Bhinga to Gubbapoor	...	...	5 $\frac{1}{2}$
Bhinga to Luchmunpoor	...	...	8 $\frac{1}{2}$
Luchmunpoor to Muthora	...	...	5
Pipraghât to Ekona (part)	...	...	6 $\frac{1}{4}$
Pipraghât to Churda	...	...	14
TOTAL	...	...	39

Old Roads widened and raised—

Military Road	...	...	15 $\frac{1}{2}$
Pipraghât to Ekona (part)	...	...	7 $\frac{1}{4}$
Bhinga to Nanpara	...	...	13
TOTAL	...	...	36

GRAND TOTAL ROADS CONSTRUCTED ... 75

Leaving incomplete—

			Miles.
Pipraghât to Churda	...	...	18 $\frac{1}{2}$
Bhinga to Nanpara	...	...	12
Pipraghât to Ekona (part)	...	...	$\frac{1}{2}$
TOTAL	...	...	31

Only 60 per cent. of the work projected in case of need was required as relief. But as the portions remaining are useful lines and much required, they are being completed from district funds, and will be finished by about November 1874.

GENERAL REMARKS.

Summary of works in the Division.

	Miles.
New roads constructed ...	89
Old roads straightened, widened, and raised ..	98
TOTAL ROADS CONSTRUCTED ...	187
Irrigation Tanks ...	2 tanks.
Drainage Canal ...	1 canal.
River Embankment ..	1 bund.

showing a total of 340 lakhs of earth-work ;

20 $\frac{3}{4}$ „ of turfing ;

47 acres 8 miles of jungle cutting, and a total of expenditure on works of Rs. 2,72,000, viz.,—Gonda, 2,17,000; Baraitch, 55,000; not including compensation for land taken up, or public works establishment.

As the final accounts have not been submitted for all works, the exact amount cannot be stated, but this is correct to thousands.

General Utility of Works carried out.

Roads.—Most of the roads constructed were much required, and would probably have been constructed from local funds as these became available within the next few years. It is scarcely likely that funds would have been found for the military road, as this was a work of considerable magnitude.

The new lines all open out districts hitherto inaccessible : thus there will be now greater facilities for traffic in those parts.

Tanks, embankments of river bank, and drainage canal,—of their utility there can be no doubt, as stated above in detail.

The improvements caused by one work alone (the Mehaon Canal) will in a few years produce from 2 to 3 per cent. on the whole amount expended on relief works, both in Gonda and Baraitch.

Height of embankments.—Allusion has several times been made in the detail reports to the fact that the embankments of roads have not been carried up to the full heights estimated.

It should be mentioned that in preparing the estimates the greatest possible amount of *useful* work was proposed, with the reservation that the formation level would only be completed to *full* height in case there was a necessity for this amount of work. And though these full heights have not been reached in all cases, yet no gaps nor unsightly useless banks have been left; the road surface is uniform, and for all purposes of general traffic, the roads, as above detailed, may be considered complete.

Effects of the late floods on the works.—During the present rainy season, the whole country bordering the Rapti has been one sheet of water, and communication was kept up by boat for miles between Utrowla, Bulram-pore, Tulseepore, &c. The roads and adjacent country were thus under water more or less during June and July. Notwithstanding this, there has been no serious damage; in fact, with the exception of one road at right angles to the Rapti, Utrowla to Tulseepore, there is now scarcely any evidence of the high floods beyond the heaps of rubbish left behind when the waters receded. All the roads have their embankments with slopes of three to one, and these were all turfed early in the rains. Also long wide slopes were left as channels for the flowing water; these have not been at all injured except north of the Rapti, and even there, only ordinary annual repairs after the rains will be required.

The floods of present season fully set forth the necessity of keeping low embankments for these Terai roads, and of not interfering with the general flow of water *across country* : this was decided upon when works commenced. The *cost of work* has varied from Rs. 3-12 to over Rs. 8 per 100 cubic feet. The high price is due to several causes over which this department had no control :—

1st.—The numbers of *women* and *children* out of all proportion to the number of able-bodied men or diggers employed. Owing to the low wages (one anna) purposely fixed for able-bodied men, they were not tempted to leave their fields where any cultivation at all could be done; the excess women and children had to be set to work beating clods, &c., to keep them employed.

2nd.—The number of *weak* and *infirm* persons employed, as the poor-houses only supported those who were not fit to work at all. This no doubt prevented demoralization from gratuitous relief; at the same time it threw the *expense* on the works.

3rd.—The distances travelled by work-people daily from and to their homes, in many cases five to eight miles, precluded the possibility of their doing a full day's work, and the works could not possibly be carried on conveniently near to *all* the villages.

4th.—The exceptionally *hard soil* during the greater part of the time the works were in progress; so much of the work lay in the rice districts, where the soil is mostly clay, which after such a drought as that of 1873-74 became hard as stone. In many places the ordinary phaorahs were of no use, and koodras and koodalees had to be substituted.

Where the work has been carried on after the rain fall, nearly double the quantity was executed on those days when the rain did not cause interruption.

The *system* carried out of making all payments through the civil officers was no doubt a good one, as it divided the work and responsibility, and left the Public Works officers free to lay out and supervise works without being too much burdened with accounts and muster rolls.

No hitch has occurred that I am aware of between the two departments, and as a rule there has been no shifting of responsibility or break-down, notwithstanding the immense numbers employed under a very small staff of officers.

The *nature of the work* required the Public Works officers to be out in camp all the hot weather and the early part of the rains. This was found very *trying*, and nearly all have suffered more or less from fever, heat, and exposure, more especially the subordinates, who had to stay out during the rains, turfing and protecting embankments. One good man has unfortunately succumbed, *viz.*, Hit Ram, Sub-Overseer, 1st grade, who has given me by far the most assistance of the subordinates, having been connected with the work since December last, and in the most trying and difficult times was always ready. I had hoped to recommend him for his distinguished services, but unfortunately he *died* on the 1st September of fever brought on by fatigue and exposure at the end of July. As he leaves a widow and two children unprovided for, I trust some recognition will be made of his services.

Establishment.—I need not detail the services of Mr. Campbell, Assistant Engineer, 2nd grade, as you, having been at Bharaich, are aware he has worked heartily in the most trying season, having been in camp till June, laying out and supervising work and taking measurements for his estimates, all of which were submitted by the end of that month. He has given me the greatest assistance in the Bharaich works, and proved himself on the present occasion an able and energetic officer.

With regard to the subordinates, I am glad to be able to remark that, with one exception (Chokay Lall,) since dismissed from the Public Works Department, they have on the whole worked well and done their best; but I beg specially to bring to your notice the undermentioned in order of merit who have in my opinion done exceptionally good service under trying circumstances. They were no doubt encouraged and stimulated by the promise graciously made by the Chief Commissioner to remember those who distinguished themselves, and I trust their services will be recognized as opportunity occurs.

Sukhawat Hossein—Sub-Overseer, 3rd grade, was on the military road and Gubbapore to Bhinga. He is a very sharp and intelligent man, lately from Roorkee, and has done very good service, and even though suffering from Terai fever, worked on to the last; he is now engaged in completing the Ohurda road.

Baboo Motee Ram—Sub-divisional Clerk, Bharaich. This man was taken from the office and put on works as a temporary sub-overseer, and has been engaged on the Chowdree Dee and Kurgupore road. Great credit is due to him for his exertions in moving up and down this long line, keeping very large gangs well employed, and making a good job of the road as he has done.

Goluck Nath Sen—Was on the Bharaich works almost from the first, and with his good knowledge of surveying and levelling, proved eminently useful in laying out the new lines. He has done very good service.

Bukhtawar Lall—Sub-Overseer, 1st grade, has been connected with the Bharaich works from the commencement—first on the military road, and after-

wards on "Bhinga to Nanpara." This last was the most unsatisfactory work in the whole division during April and part of May; but on his taking charge of the work, the instructions given by Deputy Commissioner and myself were so well carried out, that the rate was reduced from about Rs. 20 to less than Rs. 4 per 1,000 cubic feet. He is now completing the same road from district funds.

Dabee Pershad—Sub-Overseer, 1st grade, was in charge of 24 miles of the military road, and worked hard till July, when he got fever badly, from which he was still suffering when he left the division in the end of August. As he has done good work and suffered in consequence, I trust his services will be remembered.

I should not close this report without acknowledging the valuable assistance rendered by the Maharaja of Bulrampur in the matter of supplies, &c.; also in placing various buildings at the disposal of Public Works officers. It was on this account that only one inspection bungalow was found necessary in Gonda district.

Letter from C. Chapman, Esq., Assistant Commissioner, Bharaich, to the Commissioner, Fyzabad Division,—dated the 12th September 1874.

I have the honor to submit my report on the measures adopted for the alleviation of distress in this district during the current year.

In making this report I labor under considerable disadvantages, for I am entirely in the dark as to what correspondence passed between my predecessor and the higher authorities on the state of the country, anticipated failure of crops, and consequent distress prior to 8th May, the date on which I received charge of the district, as unhappily all communications were made apparently demi-officially, there being no record left to aid me.

So much has been written about famines generally, their causes and effects, that I deem it expedient to confine myself solely to the facts that led to the adoption of measures of relief, how those measures were carried out, and the result.

During the early part of last cold season I was occupied in the south portion of the district, and heard and knew little of what was going on in the north, the Korasur or southern tehsil being in my charge.

Towards the end of December, however, I marched north, beyond Nanpara, to the river Girwee, and thence eastward through Churdah, Mulhipore, Bhunga, to Bhinga.

During this tour I naturally saw a great portion of the north of the district, and at Mr. Capper's request gave the result of my observations in a letter dated 27th January.

These observations were briefly that about Nanpara and to the north the maize crop had been good. The urhur promised well, until nine-tenths were killed by the heavy frosts during the end of December and beginning of January. There was but little promise of a rabi harvest, and total failure of rice crop.

Eastwards the rabi crops looked a shade better, but the destruction of the urhur was general, and rice here again an almost total failure. At and about Bhinga prospects appeared even worse.

On the 1st February I marched to Ekowna to meet Mr. Capper: thence we marched together through Bhinga to Gobbapur, north-east and along the Terai, to Bhugora Tal on the Nepal frontier. Almost every village in the tract of country between Bhinga and Gobbapur was personally visited, and here were visible on every side alarming signs of serious distress bordering close on actual famine. Almost the whole area north of the Bhinga forest, as far as Kakadari, and thence to Churdah and Nanpara, is devoted to the cultivation of rice. Only in the proximity of the villages, on patches of higher grounds, is any attempt made to raise maize or any spring crops. The scanty rainfall of last year, and more especially the total failure of rain from the beginning of September, were the causes of the almost total destruction of the rice crop, the chief (one might almost say the sole) crop raised in these parts, and on which the people are mainly dependent for food. Last year, it is true, the people, seeing the rice being burnt up before their eyes, made an attempt to grow here and there barley, wheat, and gram; but only constant watching all night and every night to keep off wild animals from the neighboring forest secured a very small outturn from a very poor crop.

So thorough had been the failure of the rice crop, except in the vicinity of Hempore close to Bhugora Tal, that there had been no attempt to cut it; the cattle were allowed to graze it down.

The season before (1872) had been an unfavorable one, and the people were in a sad strait.

From a strict overhauling of the majority of the villages in this portion of the Terai, I had ascertained without doubt that the stock of grain was almost nil, and at least seven weary months had to pass before another crop could be expected.

Still the people, patient and long suffering to a degree, themselves endeavoured in every way to economize their small stock of food. They could be seen trooping off early in the morning from their several villages towards the forest, where they spent the day in digging up the roots of a stunted palm tree—the sago palm I believe. In the evening they returned to

their homes (some had to go as much as 10 or 12 miles); they then steeped these roots in water, beat them well, and separating the fibre obtained a granular substance somewhat resembling sago. This they mixed with their ordinary food to eke out the stock.

This root, used in the proportion of one-third to two-thirds of ordinary grain food, apparently did them no harm, but mixed in larger quantities produced diarrhoea; and yet many perforce had to subsist upon half grain and half root, and when remonstrated with exclaimed—"What can we do." Jail birds were in clover as compared to these poor wretches.

This state of things was far from pleasant. I must confess it took me completely by surprise, and Mr. Capper, though his suspicions were evidently roused by what he had seen during a tour through the Gonda Terai, could not have been aware of the true state of the people in these parts until he came amongst them.

The position of affairs was this: an almost total failure of the rice crop in parganas Tulshipur, Bhinga, Churdah, Nanpara, and Ekowna. In these same parganas, with a population in round numbers of 4,00,000 (rather more than half the population of the entire district), giving an average of some 250 souls to a square mile—the urhur destroyed, the rabi crops weak and stunted, giving hopes of a very short outturn, and only partially revived by an unexpected fall of rain in the beginning of February, when it is remembered that the largest area in these parganas is devoted to rice cultivation, on which the people mainly depend for food—the position was one which gave rise to by no means unfounded grounds for much uneasiness, if not alarm. An official report was submitted by me at once to the Commissioner. There was no time to be lost, for although the people were not actually dying of starvation, still there was every probability were aid much longer withheld that they would be enfeebled in strength and stamina to such an extent as to render subsequent aid of little avail; that numbers would die of starvation, become an easy prey to any epidemic that might spring up, or migrate *en masse*.

In either case the result would be ruinous to the Terai portion of the district; depopulation of valuable estates, loss of revenue, general demoralization, must too surely ensue.

Even now the population of the Terai is inadequate for the proper working of the cultivable area. The Nepal frontier is most invitingly close at hand, where land, rent-free, can be obtained for a term of five years for the asking.

It is painful to record that distress and scarcity had got the start of us. There was no period available for making elaborate preparation to meet the enemy. Works of public utility or other projects were not being carried out in any other portion of the district to which we could transfer those most urgently in need of aid, and thus relieve local pressure.

It would have been pure waste of valuable time to stand by and give opportunities to merchants and traders for the importation of grain: the people had not the money to purchase food.

Rather than bring them food, rather than allow them to desert the district and go elsewhere in search of food, it appeared to be an imperative duty to give them the means of obtaining it. The landlords could not feed the mass for the long months before another crop would be ready, and to leave the people to live on credit with the mahajun was simply to involve them hopelessly and irretrievably in debt.

It became an urgent necessity to find work for the people as a means of relief.

The most suitable sort of employment appeared to be making roads.

The Commissioner, seeing that prompt action was required, unhesitatingly decided on the course to be pursued. He directed me to stay in the Terai and commence operations at once on the old military road which runs from the Gonda district to Bughora Tal, and issued orders to the Deputy Commissioner, Colonel Shaw, to open relief works on other roads running through the distressed portions of the districts.

Captain Wood and Mr. Ponsonby, of the Forest Department, came at once to the front and commenced a series of roads through the Government reserved forest, thus giving employment to numbers; and in a day or two, after it had been unmistakably proved that distress of a serious nature was present in the land, several relief works were opened.

At the commencement several difficulties had to be surmounted, the chief of which was the want of establishment. In time, however, additional overseers were made over to the district officers; others to the Department Public Works. Mr. Hodges, Executive Engineer, Relief Works, Gonda, was placed in charge of Bharaich also, and Mr. Campbell was transferred from the district to relief works.

Further, three native doctors and a compounder were placed at our disposal for employment on the different works. Thus in a short time everything assumed a more ship-shape form.

The system followed in giving relief was a labor test; the essential was that all who came for relief should in return give labor. All who came, at least on the military road, were taken on. It was scarcely possible to draw the line between those who could give an adequate return for their wages and those who could not. Consequently many were allowed on the works who did not and could not do anything approaching to a day's work; still the pittance they earned was small, and for it a regular day's work could not be expected. Some few there were, I dare say, more fit for sedentary work, and whose proper place would have been in a poor-house; but we had no time to organize poor-houses, nor did it appear necessary to do so. The feeble and infirm were so few in number that their being mixed up with the able-bodied did not hamper the latter in any way. They were allowed to squat and beat as best they could the earth thrown up on the road, pick out grass and weeds, and give such light labor. They did what

they could, and imagined that they were actually earning the pittance they received; and consequently did not look upon themselves as merely recipients of purely charitable aid.

Except for the Terai, that is to say for the country lying north of Bhinga forests, from Gobbapur to Bughora Tal, it was not deemed necessary to purchase and store grain. This line of country in the middle of the rains is almost inaccessible, and it would not have been safe to leave the supply of food in case of an emergency to the ordinary operation of traders: hence, as a thoughtful and necessary precaution, Mr. Capper determined on having a large stock of grain stored at Gobbapur, where there is a tehsil of the Maharaja of Bulrampur, so that in the event of a breakdown in the arrangements or stoppage of works from excessive rain or from any other unforeseen cause, there was a supply at hand sufficient to keep the people alive for some months.

For the other portion of the district where there were greater facilities of ready transport, arrangements had been made with holders of grain, and it was well known where food could have been obtained if wanted.

The following works were opened:—

- 1.—A road from Hathia Khurd on the borders of the Gonda district to Bughora Tal on the Nepal frontier (military road).
- 2.—A road from the military road opposite Gobbapur to the Bhinga forest to meet the Government forest road, and an extension to the north as far as Sohelwa to meet another Government forest road coming from Gujabio.
- 3.—A road from Bhinga to Luchmanpur.
- 4.—A road from Luchmanpur to Muthara bazaar in the Gonda district.
- 5.—Nanpara to Pipraghât (Bhinga).
- 6.—Pipraghât to Churdah.
- 7.—Babagunge to Churdah extension to Lukahi to meet a Government forest road from Khyramori.
- 8.—Chumerpurwa to Nawabgunge.
- 9.—Pipraghât to Ekowna.
- 10.—Jhingaghât approaches.

These roads running through the rice-growing portion of the district will be noticed separately further on, and a return will be annexed showing the date on which each road was commenced, the date on which the work was completed or closed, the number of laborers employed, and the cost.

At first the military road with its extension to the Bhinga forest to the south and to Sohelwa on the north was placed under my special superintendence; the rest of the works were under Colonel Shaw, Deputy Commissioner.

The rates were fixed well below ordinary rates, so as to hold out no inducements to any but those in actual want to come. On the military road the rates first given were—

	Anna.
For diggers	1½
Adults carrying earth	1
Children	½

On the other works in the district the rates were somewhat higher—

Diggers	1½
Adult carriers	1½
Children	¾ to 1

At these rates numbers flocked readily to the works, and it was feared that the relief works were drawing away men from their more legitimate work in the fields. On the military road alone during the first week, that is, from 9th to 15th February, 6,104 people came to the work. In the next week the number had increased to 26,846, and this was the highest figure attained in any one week on any work. On the 25th February I received a letter from Mr. Capper, directing me to reduce my rate at once, if I had any reason to believe that the people preferred our work and pay to working in the fields. I had noticed some on the works whom I thought had little business there, so I determined on a reduction at once as follows:—

	Anna.
The diggers	1
Adult carriers	¾
Children	½

The effect was wonderful. On the 26th February the numbers were 4,050, the highest ever attained in one day. On the 27th the attendance fell to 2,357; still as the "Mohurrum" has just commenced, it was no criterion that falling off in attendance was solely the result of reduction of rates. After "the Holi" was over, the attendance rose on the 7th March to 3,337, falling again on the 8th to 2,472, and 3,000 was never reached again. On the 26th February I was encamped at Bunnhee, a village about a mile from Gobbapur. Colonel Shaw, Captain Wood, and Mr. Ponsonby, of the Forest Department, arrived, and were followed on the 28th by Mr. Capper. On the 2nd March Mr. Maconochie, Deputy Commissioner of Gonda, and Mr. Hodges, Executive Engineer, Relief Works, arrived. A conference was held in the Commissioner's tent, and the question of rate of wages, and to what extent children should be

employed, was fully discussed. It was determined that the following rates should be paid throughout all the relief works :—

	Anna.			
Diggers	1
Adult carriers	$\frac{3}{4}$
Children from 12 to 7	$\frac{1}{2}$
Ditto below 7	$\frac{1}{4}$

It was also resolved in consequence of the low rate to be given that little children who could carry even a handful of earth should be entertained. I am of opinion that this concession was absolutely necessary, for a man and his wife could but earn between them $1\frac{1}{2}$ anna; this sum at the price maize was selling, 15 seers for a rupee, would purchase scarcely enough for two grown up people at work all day. In many instances the family consisted of the parents, a lad or girl above 7, and two children below that age. Others had three children below 7, and it was only by *all* coming and earning a little that they could live in tolerable health and keep up their strength to enable them to work for their bread. With rates fixed so low as they were, it was thought, and with reason, that all who could possibly do so would endeavour to support themselves by independent labor rather than resort to the work. The numbers came down to well below 3,000 on the military road, and remained fluctuating between 2,000 and 2,800 until the rabbi was ready for the sickle. They fell then to under 2,000, but rose soon after to a daily average of 2,196 during all April. On the 1st May the road to Bhinga forest was commenced, and this drew off a large number from the military road. With the exception of the road from Nanpara to Pipraghat, the other works had scarcely opened, so that the change of rates had no appreciable effect.

On the Nanpara and Pipraghat road the people crowded on in large numbers from the beginning of March. To provide work for the masses it was arranged that all roads, whether then existing or newly projected, should be raised so as to render them, if possible, passable at all times of the year. On the military road, for the better handling of the people, I carried out the following plan :—

Gangs were organized of 10 diggers and 30 carriers, and over each gang was appointed a headman who could write; he was paid 2 annas per diem, and numbers of such could be obtained for so low a remuneration. It was his duty to write down the names of his gang as they came on to the work. Over every 10 gangs a mohurrir was appointed, and he went round about 10 A. M. and tested the entries of the mates or headmen and kept the register. Over all was appointed a Munshi, a respectable trustworthy man, and he was responsible for the money and proper rendition of accounts. The mohurrirs were paid from Rs. 8 to Rs. 10 a month.

The *modus operandi* on the other works was, I believe, similar.

In March we received printed instructions drawn up by Messrs. Maconochie and Hodges for the guidance of the supervising establishment. These were distributed to all concerned, and according to them the works were carried on everywhere except on the military road, for which I had already drawn up instructions to all intents and purposes so much like the Gonda ones that I did not think it worth while to risk confusion by their introduction.

As soon as their services could be obtained, three sub-overseers from the Department Public Works were made over to the district officers—

Bakhtawar Lal,

Ishak Lal,

Malik Ali,

and two others were added to the Executive Engineer's staff—

Sakhawat Husen,

Goluk Nath.

The duty of the first named was to see that a fair and reasonable amount of work was obtained from the gangs, and that the roads were finished off in the orthodox manner; they assisted also in measuring up the work and laying out the roads after the Department Public Works overseers had given the centre and outer pegs. To the latter was entrusted the task of laying out the lines of road under the immediate superintendence of Mr. Campbell. The native doctors appointed to the relief works were—

Alabanda,

Abdul Majid,

from the 7th Bengal Cavalry stationed at Sitapur, and Mahomed Yar Khan from one of the local dispensaries.

Alabanda was told off to the military road and its branches, Abdul Majid to the Churdah, and Mahomed Yar Khan to the Nanpara roads.

In addition to these the services of a compounder, Emamuldin, were given, and he attended to the gangs at work on the Pipraghat and Ekowna roads.

All gave the greatest satisfaction, with the exception of one.

I regret to say that Alabanda, after battling for some time against a severe attack of fever and dysentery, was finally compelled to apply for leave of absence from his post, and remained

for many days at the sudder dispensary before he was well enough to return to his regiment. Abdul Majid was sent to replace him, and Mahomed Yar Khan took over charge of the Churdah in addition to the Nanpara roads.

I am thankful to be able to report that the health of the work-people was wonderfully good. In March some cases of small-pox occurred in villages off the military road. The percentage of sick to the average strength employed on the work was remarkably low. In some weeks 1 per cent., and never rising above 6. The principal ailments for which they resorted to the native doctors were skin diseases—sores, ophthalmia, and fever. Only a few isolated cases of diarrhoea and dysentery occurred. There was no cholera. Considering that the people were working all day during the hottest months of the year and during the rains up to the end of July, it is hard to account for the singular immunity from sickness enjoyed by them, unless it be that the season has been a peculiarly healthy one everywhere.

Mahomed Yar Khan's services were dispensed with on the 1st July, Alabanda left (sick) on the 14th, and Abdul Majid and Emamuddin, compounder, on the closing of the work—the 31st July.

With regard to the payments, our greatest difficulty was the want of copper coins. On the principle of "*bis dat qui cito dat*" Mr. Capper impressed on us constantly that daily payments must be made. To carry out his wishes was utterly impossible until the treasury was supplied with a large amount of copper, and it was not till long after the work had commenced that the system of daily payments was carried out. On the military road I paid the laborers myself in copper as far as possible, and when that ran short in grain, which I obtained from the south of Bhinga. In obtaining grain and copper the peshkar of the Rajah of Bhinga rendered me valuable assistance. I found the people had no objection to taking payments in grain. I obtained jhundri in large quantities, 200 and 300 maunds at a time, for 16 seers for a rupee, and paid out a seer for one anna. At length a bunniah found it worth while to bring up large quantities of grain, and established himself close to the work, and he must have done a good business: from him I used to recover the pice paid away a day or two before, and thus succeeded in paying the people regularly. I fear the payments were not so regular elsewhere, and it was only by issuing the most stringent orders on taking over charge of the district that I believe I succeeded in securing daily payments.

The money required for the different works was kept as near to them as was compatible with safety. For the military road the bulk was kept at the Maharaja of Bulrampur's tehsil at Gobhapur, sufficient for two or three days' payment being kept under a guard in my camp. The Bhinga Rajah undertook the custody of cash for the works started at Pipraghât, Nawab Nisar Ali Khan Kizalbash did similar service for the works passing through his estate, and the tehsildars of His Highness the Rajah of Kupurthulla took charge of money sent for the Luchmanpur Muthara bazaar and the Ekowna roads. When, however, the gangs on the Pipraghât, Nanpara, and Churdah roads had made considerable progress eastwards from the starting point, it was found necessary to send out a treasure tumbri under a suitable police guard. They remained in the nearest village to the works, and moved as the gangs did: only in this wise could daily payments have been made on these lines.

Every precaution was taken, from a sanitary point of view, to secure cleanliness; and wherever gangs were stationary for any time, trenches were dug for their convenience.

Representatives of every caste were to be found amongst the people who flocked to the relief works—Thakurs and Pasis, Brahmins and Kyasths, Chamars and Musulmans, all worked together, and their wives and children also; poverty and distress levelled all distinctions, and I think this eagerness by all castes to work for the very small wages given is a strong and telling proof of the general scarcity, and shows that timely relief was given only when urgently called for.

Early in April it was intimated that the Chief Commissioner intended holding a conference at Gonda on the 15th of the month. Mr. Campbell and myself were directed to attend. The measures already adopted for alleviating distress were discussed. It was the concurrent opinion of all present that, under ordinary circumstances, we had obtained the upper hand of the distress, and that there was no fear of famine. Still there were many months before us and the next crop, and relief to be effectual must be continued well into the rains until there was a demand for labor in the fields. Sir George Couper took the same view, and thanking us warmly for the efforts we had made to carry out the wishes of Government, directed that the works should continue open until further orders.

On the 28th July Mr. Capper, deeming that further Government aid was not required, directed all relief works to be closed in this district on the 31st July.

In addition to the establishment engaged on the several relief works, Sheo Dyal Singh, peshkar, was appointed superintendent on the 27th April. He did good service, being constantly on the move and keeping all those in charge of the work up to the mark. Unfortunately he fell ill in July, and is still unfit for his duties. At the Sadr two clerks were entertained, and the total cost of the Sadr establishment, including Sheo Dyal Singh's pay, amounted to Rs. 388-0-5.

It remains for me now to notice to what extent the different works were carried out.

The accompanying map, which Mr. Hodges kindly planned for me, shows the system of roads projected, those fully and those partially finished. The military road from Hathia Khurd, the boundary of the Gonda district, to Bughora Tal on the Nepal frontier, marked A A, is 15½ miles long, and is intersected by ten large koolars or hill streams. The road has

been formed throughout, with an embankment from 6 inches to 3 feet, 20 feet wide, and ghâts made at each koolar. I commenced this road on the 9th February at Tandia, half-way between Gobbapur and Bughora Tal, as being the most central point and within easy reach of the majority of the villages, under somewhat adverse circumstances, being for some days without professional aid of any kind. It was with difficulty I could provide occupation for the numbers that came for work. On the 12th February there were over 1,200 people working; and as there was every prospect of the numbers being shortly doubled, I thought it advisable to start another section, and proceeded to Bumhnee within a mile of Gobbapur, and there marked out a mile or so of road which prevented a crush at Tandia and drew the people from the neighbouring villages. On the 13th February Mr. Campbell, who was working up with his levels on the road from Tulshipur to Gobbapur, rode from his camp to give me the line; fortunately I had hit it off, and it was not necessary to make any alterations; he returned to camp after giving me some help, and worked up to me by the 19th. Bakhtawar Lal was sent to me later on, and right well he worked day and night. I must not omit here to mention the great assistance I received from my court munshi, Tilok Nath, who in addition to his judicial duties assisted me in paying the people, sitting up half the night watching the preparation of the register and keeping the accounts. The mohurrirs were a raw set, and it is entirely due to the trouble he took in teaching them that the registers were kept right.

Gobbapur and Bhinga road.—This road, marked B B on the map, was projected to give relief to a number of villages between Gobbapur and the Bhinga forest, and to meet the Government forest roads. Its length is $5\frac{1}{2}$ miles. A good road has been made throughout. Its extension to Sohelwa of $1\frac{1}{2}$ mile has also been finished, thus connecting the Bhinga Government forest and those at the foot of the hills. The land taken up for the road amounts to 73 beegahs. I was on this and the military road from the 9th February to 6th May, when I was called to the Sadr to take charge of the district. Sakhawat Husen was the Department Public Works overseer. I was extremely satisfied with the way he performed his duties. Mr. Hodges will be better able than I am to testify to his merits.

Bhinga and Lachmanpur road, marked H H, $8\frac{1}{2}$ miles, is completed, and 25 acres of land have been taken up. Lachmanpur to Muthara bazaar, marked L L, is $5\frac{1}{2}$ miles long; this has also been finished, and 16 acres of land taken up. These two works afforded relief to the inhabitants of the Durgapur illaka, pargana Ekowna. Gya Pershad was in charge of these roads, and I cannot speak too highly of the way he performed his duties. He worked cheaply and well, and not a single complaint was preferred against him. He is a good, trustworthy man, and I wish the Executive Engineer will not lose sight of him. Pipraghât to Ekowna, marked D D, is 14 miles long. Only 13 miles were completed by the 31st July, and as there appeared no necessity for further expenditure from famine relief funds the work was closed. Darogah Emamuldin had sole charge of this work, and I have it on Mr. Hodges' authority that the job is one of the best and cheapest in the whole division.

Nanpara and Pipraghât road, marked M M, is 26 miles in length. Ten miles have been completed, and $3\frac{1}{2}$ miles from the Nanpara end partly done. This road commenced badly under the charge of one Sheotahal Lal. He was found to be working at a very high rate, and generally mismanaged the whole thing. He was promptly removed, and Bakhtawar Lal was transferred from the military road, who soon set things on a proper footing, and exacted a fair amount of work from the people. About 187 acres of land have been taken up. Pipraghât to Churdah, with extension to Babagunge, marked F F, is 24 miles in length. Commenced at Khyra: $4\frac{1}{2}$ miles have been completed as far as Surra, with the exception of one or two gaps which had to be left when the ground from the heavy rains we have had was under water.

From Babagunge to Churdah and beyond in the direction of Pipraghât some 4 miles have been completed; here too the rain interfered with the work. From Churdah a short road was also made to Lukchi to meet the Government forest road at Churdah. Mukka Lal was in charge, and the cash was kept at the tehsil there belonging to the Maharaja of Bulrampur. At the Pipraghât end of this road Malik Ali was the district overseer and Ahmed Husen munshi, Ishak Lal being the Department Public Works officer. All gave satisfaction. Chamir Purwah to Nawabgunge, marked S, is a branch from the Pipraghât and Churdah road. It was projected to give relief to the people about Nawabgunge. Rice is the chief crop raised here, but the outturn last year did not repay even the seed put in the ground. This road was managed entirely by Nawab Kazilbash, who kept our funds in his tehsil.

Jhinghaghât approaches.—A work started to relieve distress consequent on high prices in the town of Bharaich. It consists of a high embankment with slopes all turfed. Fursut Lal, abkari mohurrir, was in charge, and he did the work very well. By the formation of this high embankment the bridge over the Soti at the entrance to the town from the north has been secured: 51,984 people were fed at a cost of Rs. 3,467-15-5.

I regret to say that the statements of compensation for land appropriated for roads are not as yet completed. The ameens are hard at work, but the time of the year is against them, and they have been delayed by the country in many places being under water.

For the military road 168½ beegahs have been taken up, for which compensation to the amount of Rs. 765 will have to be paid, and a remission of revenue of Rs. 64-14-5 allowed. For the Gubbapur and Bhinga road 72½ beegahs have been taken up, for which as compensation Rs. 363-6-0 will have to be paid and revenue remitted to the amount of Rs. 42-15-0.

The returns for the other roads will be submitted as soon as prepared.

Remissions and suspensions of Government demand have been granted as below, on the distinct understanding that the landlords shall make equivalent remissions of rent :—

Pargana.	Remissions.	Suspensions.
Tulshipur	4,605	...
Ekowna (Durgapur) estate	14,044	...
Dhurmapur	8,260	...
Churdah (Mulhipur) estate	3,423	3,423
Churdah (the rest)	13,141	...
Nanpara	15,340	15,340
Bhinga	14,500	...
TOTAL	73,316	18,763

Although we commenced without even rough estimates, yet by the end of June regular estimates were prepared, submitted, and passed. I have not entered into details of estimates, amount of earth-work done, and rates at which work was performed on the different roads. It will be sufficient for me to note that in not one single instance was the estimate exceeded; as a rule, we worked well below the amount.

On the 25th May Mr. Hodges and I started to visit all the works. Everywhere he expressed himself well satisfied with the progress made. The people were contented, and no complaints were made against any of the establishment.

At Churdah we met Mr. Campbell. Here Mr. Hodges left us, and Mr. Campbell and I went to inspect the Chamarpur branch road. A very heavy storm passed over the country on the 30th, and the next morning water was lying in many places from a foot to two feet deep. The work under the direct superintendence of Kifayatoola, Peshkar of Nawab Nisar Ali Khan, was pronounced good and the people said they were paid regularly. I then proceeded to the works near Nanpara, and Mr. Campbell marched to Pipraghât. More rain fell on the first three days of June, and every one commenced to plough. The only road I have not seen is the Ekowna and Pipraghât one, but Messrs. Hodges and Campbell drove through its whole length on the 25th July, and were well satisfied with Imamuldin's work.

The greatest credit is due to these officers for the manner in which they have devoted themselves to their arduous duties. Unmindful of heat and rain, they were ever on the move, and the good quality of the work done is owing to their strict and constant supervision.

The result of our operations has been that over a considerable portion of the district where severe distress prevailed the people have been fed and thus saved from starvation and disease.

The estates in Terai proper, instead of being deserted and ruined, are prosperous and well-to-do. Most assuredly numbers would have gone to Nepal had relief not been given before the beginning of February. Many people were on the move, and a few from the villages round about Gobbapur had left their homes. These benefits have been obtained at a cost of Rs. 51,593 spent on the relief works, and Rs. 73,316 revenue remitted, making a total of Rs. 1,25,209; and 8,19,559 men, women and children have been supported for a period of six months.

Nevertheless, this large sum of money has not been lavishly expended or thrown away: the roads opened were works of public utility. We have in exchange, where traffic is especially heavy, a complete system of roads throughout the northern portion of the district, some unfinished it is true, but these are to be finished from district funds I believe. In addition to local efforts for mitigation of distress, we received a sum of Rs. 2,500 with a promise of more if needed from the Central Relief Committee at Calcutta. This sum has been expended, through the agency of the talukdars, by a system of village or home relief, and afforded assistance to those who from position, caste-prejudice, infirmity or any other cause could not resort to the works; we included also those who had suffered from the floods in June and July.

The rains commenced early this year, and the people taking advantage of the blessing, have cultivated every available patch of land. The outturn of rice will be enormous, but continuous rain, such as we have lately had, will I fear damage the maize. Still the prospects of the kharif and rabi harvests are cheering, and I trust the present promise of bumper harvests may be fulfilled.

The main cause of our success, if I may be permitted to use the word, in relief operation is in a large measure due to the practical way in which the Commissioner organized the system to be followed out, to the generous manner in which the Chief Commissioner having once entrusted Mr. Capper with a responsible and anxious duty supported him throughout, and, I may add, to the hearty and unselfish devotion to the work of all subordinates, European and Native.

The people will remember for many a day how the "Sirkar" came forward with no niggardly hand to help them in their need, and we, forgetting the risks we have run from climate and sun, have the satisfaction of knowing that all have tried to do their duty.

In conclusion, I beg to express my thanks to Mr. Capper for the kind assistance he was ever ready to afford me during a time of not only hard work, but great anxiety.

APPENDIX.

NAMES OF ROADS.	When commenced.	When completed or closed.	No. of coolies employed.	Cost.		
				Labor.	Establishment.	TOTAL.
1.—Military road, Bharach section	...	...	...	Rs. A. P.	Rs. A. P.	Rs. A. P.
	9th February 1874	31st July 1874	2,96,088	15,950 3 2	1,004 8 6	16,954 11 8
2.—Gobbapur to Bhinga, including branch to Sohela	...	...	...	...	...	...
	1st May	1st "	91,957	4,829 11 6	284 8 6	5,114 4 0
3.—Bhinga to Lachmanpur	...	...	...	...	...	...
	15th February	15th "	49,776	3,061 11 0	166 9 10	3,228 4 10
4.—Lachmanpur to Muthara Bazaar	...	...	...	...	...	...
	5th "	12th "	24,545	1,450 2 11	81 1 2	1,531 4 1
5.—Nanpara to Bhinga (Pipraghat)	...	...	...	...	...	...
	6th "	31st "	1,93,073	12,146 3 6	794 13 9	12,941 1 3
6.—Pipraghat to Churdah	...	...	...	...	...	...
	27th "	31st "	28,588	1,714 11 9	398 15 9	2,113 11 6
7.—Babagunge to Churdah	...	...	...	...	...	...
	23rd May	31st "	8,759	494 0 6	77 9 0	571 9 0
8.—Chamaipurwa to Nawabgunge	...	...	...	...	...	...
	22nd February	31st "	21,674	1,674 11 10	48 0 10	1,722 12 8
9.—Pipraghat to Ekowna	...	...	...	...	...	...
	24th March	31st "	53,115	3,931 4 0	316 2 8	4,247 6 8
10.—Jingraghat approaches	...	...	...	...	...	...
	5th "	2nd "	51,984	3,401 15 9	65 13 8	3,467 13 5
TOTAL	...	...	8,19,559	48,654 11 5	3,238 3 8	51,892 15 1

C. CHAPMAN,

Asst. Commr., in charge Relief Works, Bharach.

Letter from G. H. M. Batten, Esq., Officiating Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to the Chief Commissioner of Oudh, No. 73, dated Calcutta, the 20th February 1875.

I am directed to acknowledge the receipt of your Officiating Secretary's letter No. 5652, dated 16th October 1874, submitting the final report on famine relief works in the Province of Oudh.

2. In reply I am to say that the letter and the reports which accompanied it from Mr. Capper, Commissioner of the Fyzabad Division, Mr. Maconochie, Deputy Commissioner of Gonda, Mr. Hodges, Officiating Executive Engineer, Relief Works Division, and Mr. C. Chapman, Assistant Commissioner, Bharaich, give a clear and complete account of the measures taken under your directions to avert the distress which was apprehended from the failure of the rains in the autumn of 1873.

3. The condition of some parts of Oudh caused considerable anxiety at the time when His Excellency the Viceroy visited Lucknow in December of that year, the failure of the rice crop having followed a succession of bad harvests and other circumstances injurious to the cultivators of the soil. You were authorised to make such temporary remissions of the land revenue as might after local inquiry be found advisable, and to carry out such other measures for the relief of distress as might be required, being guided by the Resolution of the Government of India of the 7th November 1873.

4. Great pains appear to have been taken by the Commissioner of Fyzabad to ascertain the extent of country over which severe distress was likely to occur, and you visited in person the districts where the failure of the rice crop had been the greatest. In your letter No. 1158, dated 3rd March, the measures which seemed to you, after consultation with the local officers, to be sufficient, were reported. Their gross cost was estimated at Rs. 4,62,500, of which it was calculated that Rs. 2,65,000 would be spent on relief works, and Rs. 1,97,500 on advances for the purchase of grain to be held in readiness for the people to buy in case there should be a dearth of food in certain remote parts of the province.

5. These measures were approved by the Government of India in Mr. Howell's letter No. 1024, dated 25th March 1874, and you were authorised to act upon your own discretion in adapting to the circumstances of Oudh the general principles which had been laid down to meet the distress in Bengal. Sub-

* Mr. Howell's letter No. 1519, dated 2nd May 1874
Financial Resolution No. 1611, dated 26th July 1874

sequently your proposals for strengthening the staff in the distressed district were also approved *

6. The rain which fell at the end of January and in the beginning of February 1874, is stated to have been of the greatest value in securing an abundant spring crop and thus preserving a large tract of country from severe distress. The area of country throughout which scarcity was actually felt is estimated to comprise about 2,900 square miles, with a population of 750,000, and severe distress was confined to "tolerably compact tracts."

7. The measures taken appear to the Governor General in Council to have been completely successful. Public works were opened as the necessity arose. They were judiciously selected, and the system adopted was well suited to the circumstances of the case. It is calculated by you that 50,000 persons were employed upon these works, which were closed in the middle of August.

8. Very little need was found for the distribution of gratuitous relief excepting on the property of the Maharaja of Balrampur, who took upon himself the charge of the poor upon his estates, having, besides other relief elsewhere, fed from 250 to 300 persons daily in a large poor-house at Balrampur. The supplies of grain which were secured are stated to have been of considerable use, and the precaution taken was a wise one; but there does not appear to have been actually any serious deficiency in the food-supply, and trade is stated to have been active.

9. You calculate that the net cost of the relief operations will be Rs. 2,38,396, of which Rs. 1,80,493 have been spent on public works, above the sum for which they would have been constructed in ordinary course. Rs. 40,000 were expended on the grain operations, and Rs. 17,903 upon contingencies. The expenditure is moderate in amount, and every care appears to have been taken to prevent extravagance.

10. The reports prove that the part of Oudh where the rice crop of the winter of 1873 failed was for a time in a very critical condition, and that the successful manner in which severe distress was averted is mainly due to your foresight and that of the local officers, coupled with the zealous exertions of those who were actively engaged upon the relief operations.

11. I am accordingly to convey to you the thanks of the Government of India, and to request that you will also convey their thanks to Messrs. Capper, Maconochie, Chapman and Hodges, as well as to the other officers, European and Native, who have been noticed by Mr. Capper as deserving special approval for their conduct.

12. I am further to request that the thanks of the Governor General in Council may be expressed to the Maharaja of Balrampur for the assistance which at considerable sacrifice he has rendered to those persons living upon his estates and in his neighbourhood who were in need. The conduct of the Maharaja upon this occasion has given another proof of the liberality and public spirit which the Maharaja has always shown when occasion has demanded.

13. I am to add that the report and enclosures together with this reply will be published in the *Gazette of India*.

RAILWAYS, &c.

Letter from Lieutenant-Colonel F. S. Taylor, R. E., Consulting Engineer to the Government of India for Guaranteed Railways, to the Secretary to the Government of India, Public Works Department, No. 3407, dated 29th December 1874.

In accordance with the request conveyed in your No. 2378R., dated 21st September last, I have the honor to submit a report on the Railway operations in connexion with the despatch of grain to the distressed districts. This report has been delayed for the compilation of the necessary statistics.

Report on the Traffic operations of the East Indian Railway during the Famine of 1873-74.

The traffic in food-grains on the East Indian Railway showed unusual activity as early as the month of October 1873, and its development became very rapid after the issue of the notification of 1st November, by which the rates to the public for food-grain travelling towards the threatened districts were, at the expense of Government, reduced to $\frac{1}{3}$ th pie per maund per mile.

2. The arrangements of the Traffic Department were duly organised to meet the emergency, and kept pace with the demand during the rest of the year; but early in January, when the Government commenced operations on its own account, and the despatches of Government rice from Howrah to the Patna station began on a large scale, in addition to the public traffic, the signs of a block at once showed themselves; and on the 17th January I received instructions from His Excellency the Viceroy to take immediate steps to remedy the threatened evil.

3. After consultation with the Railway officials, I waited on His Honor the Lieutenant-Governor of Bengal on the 19th, and represented that nothing short of the complete separation of the Government business from that of the public at Patna station would suffice, and with his approval I proceeded to carry the necessary measures into effect in concert with the local Civil Authorities and the Railway Company.

4. Two favorable sites on the bank of the Ganges, one two miles below Patna the other opposite the neighbouring station of Barr, were found on the 22nd, and the Railway Engineers at once proceeded to lay branch lines to these points and to construct suitable sheds, sidings, and loading banks, Government agreeing to pay the cost ; and to these two depôts, with some slight assistance from a third branch which was subsequently laid from the station of Mokamch to the river at the request of Sir R. Temple, the whole of the Government rice was worked up from Howrah in full train loads and thence transported across the Ganges without a single hitch of any consequence.

5. In connection with this operation the name of Mr. Michael Fox, the contractor who constructed these branch lines, deserve special mention.

6. In the middle of the month of February, the arrivals of Government rice in Calcutta became so large as to overpower the receiving and despatching capabilities of the Howrah station ; and under instructions issued by His Excellency the Viceroy on 21st February, a special supervision of the Company's arrangements, for utilising the carrying power of the line to its utmost and for preventing confusion during the processes of landing and despatching, was undertaken.

7. During the first week, after improved arrangements were put in train, the daily despatches from Howrah by East Indian Railway averaged 2,120 tons and continued at about 2,000 tons per diem up to the end of March ; during April the traffic was at its height, and the daily despatches of Government rice exceeded 2,500 tons ; by the end of the month the pressure was over, and during May the despatches fell again to 2,000 tons, and after that ceased to cause further anxiety.

8. In connection with the despatches from Howrah the name of Mr. Urban Broughton, District Traffic Superintendent at Howrah, deserves special mention for his zeal and ability.

9. Towards the end of February intimation was received that grain was accumulating to an enormous extent at the stations of the Sindh, Punjab, and Delhi Railway in the Punjab, and on 3rd March I received instructions from His Excellency to report on the carrying power of the Railway "downwards." I accordingly despatched Lieutenant Bisset, R. E., Deputy Consulting Engineer, to Lahore, to confer with the Government and Railway officials on the subject.

10. He reported by telegraph on the 12th that the supply of grain in the Punjab was practically unlimited, and I informed His Excellency that my investigations led me to believe that with due co-operation between the two Railways, and with the rolling-stock then available, the despatches from the Punjab and North-West Provinces together might reach 1,700 tons per diem.

11. Lieutenant Bisset's visit to Lahore was most opportune, and the mission entrusted to him was very ably carried out. The result was a greatly improved system of working the through traffic.

12. A disorganisation of the working arrangements on the chord line towards the end of April caused detention of trains which necessitated a diminution in the despatches of Government rice and led to an additional accumulation of goods at Howrah. Captain W. A. J. Wallace, R. E., Deputy Consulting Engineer, who was deputed to investigate the matter, reported that the defect which had arisen from mismanagement in the working of the station to station block system had been detected by the Agency and removed. The arrears of traffic that had accumulated at Howrah during this block were all worked off by 8th May.

13. The magnitude of the work actually performed may be gathered from the following figures.

From the 1st October 1873 to the 1st August 1874, the total deliveries of grain at the stations in the threatened districts amounted to 812,696 tons.

Of which—

Tons.
306,697 were grain,
95,113 „ pulses,
440,886 „ rice.

The total quantities mentioned above were derived from the following sources :—

East Indian Railway in Lower Bengal—

			Tons.	Total.
Grain	...	...	38,400	
Pulses	...	...	7,887	
Rice	...	...	425,759	
				472,016

East Indian Railway in North-Western Provinces—

Grain	...	...	71,857	
Pulses	...	...	31,007	
Rice	...	...	12,563	
				118,127

Jubbulpore Line in North-Western Provinces, Central India, and Central Provinces—

Grain	...	...	20,785	
Pulses	...	...	4,211	
Rice	...	...	1,521	
				26,520

Great Indian Peninsula Railway, chiefly in Central Provinces—

Grain	...	...	33,987	
Pulses	...	...	19,201	
Rice	...	...	182	
				53,370

Oudh and Rohilcund Railway, in North-Western Provinces and Oudh—

Grain	...	...	710	
Pulses	...	...	127	
Rice	...	...	10	
				877

Rajpootana State Railway, chiefly in Rajpootana—

Grain	...	...	639	
Pulses	...	...	327	
Rice	...	...	6	
				966

Sind, Punjab, and Delhi Railway, chiefly in Punjab—

Grain	...	...	137,249	
Pulses	...	...	32,353	
Rice	...	...	818	
				170,490

812,696

14. Of the amount received from Lower Bengal, 304,898 tons were Government rice sent from Calcutta, and considerable quantities of the receipts from the Punjab were either Government or procured for Government, but of this there is no record at once available. Of the total receipts, however, a considerable portion was from one part of the famine district to another, and there were also considerable despatches from stations within to stations beyond those included in this return.

15. The statistics of exports and imports in each group of stations are shown month by month in Appendix No. 1, and the abstract at foot shows the net quantities of food-grains absorbed by each district.

These amount in total to—

Grain	...	...	248,348
Pulses	...	...	68,748
Rice	...	...	398,758

Grand total net receipts ... 715,854 tons.

16. The supplies from the Jubbulpore line, the Great Indian Peninsula line, the Sind, Punjab, and Delhi Railway, which amount in all to 250,380 tons, could not by any other means of communication than railways have found their way to Behar, and it is since the occurrence of the last distress in Behar in 1866 that these sources of supply have been opened. It is to be regretted that there is no means of comparing the supplies by the East Indian Railway in that period with those of the present occasion, but the East Indian Railway Company have unfortunately destroyed their records of that time and the information cannot now be got.

17. The chief executive responsibility during this trying period devolved upon the Traffic Manager of the East Indian Railway, Mr. J. C. Batchelor, and notwithstanding some shortcomings, the result, when the difficulties they had to contend with are taken into consideration, cannot fail to reflect creditably upon him, his Deputy, Mr. St. Leger Carter, and his staff of District Superintendents.

18. To Mr. D. W. Campbell, the Locomotive Superintendent, very great credit is due for the able management of his staff and for the admirable way in which he worked his department; and Mr. R. W. Pearce, the Carriage and Wagon Superintendent, equally upheld the credit of the Company in his department.

19. Lastly, the Members of the Board of Agency, Mr. Cecil Stephenson and Mr. G. Sibley, are to be congratulated on the highly successful termination of their labours, and it must be remembered that upon these two gentlemen, as the administrative heads of the Company's Indian staff, the burden of the responsibility fell.

CALCUTTA,
The 23^d December 1874. }

F. S. TAYLOR, *Lieut.-Col., R. E.,*

*Consulting Engineer to Govt. for
Guaranteed Railways.*

No. 1.

STATISTICS OF GRAIN TRAFFIC, E. I. RAILWAY,

Prepared in the Consulting Engineer's Office from statistics

APPENDIX SHOWING THE TOTAL IMPORTS AND EXPORTS OF FOOD

Year.	Months.	BURDWAN TO TEENPAHAR (LOOP LINE).						RAJMAHAL TO KUJRAH (LOOP LINE).						MANCOOR (CHORD)	
		GRAIN.		PULSES.		RICE.		GRAIN.		PULSES.		RICE.		GRAIN.	
		Export.	Im- port.	Ex- port.	Im- port.	Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.	Ex- port.	Import.
		Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
1873.	October ...	23,711	697	4,896	5,324	55,520	1,597	1,00,722	4,679	27,913	539	38,207	21,470	1,193	7,093
"	November ...	18,422	6,070	18,372	9,329	66,309	729	65,015	27,740	24,408	2,615	15,413	1,29,936	3,631	12,023
"	December ...	15,301	3,881	8,392	6,825	124,791	1,226	47,399	85,098	15,877	26,075	11,105	2,59,891	1,446	11,122
1874.	January ...	34,621	5,588	9,089	8,162	143,263	4,370	60,593	1,14,321	12,751	6,833	11,271	4,12,602	2,200	9,288
	February ...	26,471	5,143	8,830	11,454	80,991	3,348	27,318	91,304	11,297	21,238	4,791	5,58,254	1,422	9,141
"	March ...	6,561	2,540	7,475	11,657	53,177	3,396	17,209	96,878	9,763	11,872	3,919	5,65,555	7	4,194
"	April ...	14,856	8,391	7,335	6,957	56,829	20,836	29,786	56,535	6,063	6,225	3,697	8,45,468	382	7,190
"	May ...	6,631	15,155	4,970	11,279	51,957	48,082	76,174	38,936	21,456	7,481	2,989	3,89,379	186	6,373
"	June ...	7,067	9,598	5,165	13,542	44,120	61,780	1,25,598	1,24,140	19,029	28,610	2,842	1,19,183	694	5,967
"	July ...	203	4,781	4,775	11,406	24,590	90,033	44,104	59,163	20,675	30,664	12,123	3,54,364	1,479	5,363
	TOTAL MDS.	153,931	61,831	70,308	97,993	701,517	235,397	6,02,018	7,18,794	1,69,232	1,52,152	1,05,457	36,56,102	12,580	77,754
	TOTAL TONS	5,655	2,352	2,911	3,600	25,773	8,648	22,150	26,406	6,217	5,590	3,874	134,317	462	2,856

Abstract showing Net Despatches or Exports (in roman) and

Description.		
Burdwan to Teenpahar	...	...
Rajmahal to Kujrah	...	...
Mancoor to Mananpur	...	...
Luckeeserai to Mogulserai	...	...
Benares to Mirzapore	...	...
TOTAL	...	...

Grand Total Net Receipts of food

* The totals represent the differences between the total Exports and

OFFICE OF CONSG. ENGR. TO GOVT. OF INDIA;

Calcutta, the 15th December 1874.

FROM 1ST OCTOBER 1873 TO 31ST JULY 1874.

supplied by the Chief Auditor, East Indian Railway.

GRAINS, MONTH BY MONTH, AT CERTAIN GROUPS OF STATIONS.

DO MANANPUR (LINE).				LUCKEESERAI TO MOGULSERAI.						BENARES TO MIRZAPORE.					
PULSES.		RICE.		GRAIN.		PULSES.		RICE.		GRAIN.		PULSES.		RICE.	
Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.	Export.	Import.
Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
1,835	3,344	8,852	76,237	9,733	1,09,262	20,768	10,523	31,236	4,43,074	1,543	1,33,501	1,431	30,208	2,170	17,002
158	11,499	17,052	13,175	22,374	3,01,561	37,222	48,344	19,114	3,72,863	12,707	1,22,557	918	14,003	2,429	12,393
1,869	5,306	24,348	8,899	47,823	5,39,155	11,911	1,46,568	13,865	4,67,503	16,760	2,20,929	1,018	33,734	1,883	10,511
583	5,520	38,430	23,120	1,00,322	8,62,847	26,517	1,39,899	6,653	7,59,535	58,429	2,37,147	3,372	19,532	2,402	19,374
197	6,674	21,663	12,021	45,052	7,80,901	26,588	1,87,963	6,058	8,90,291	67,558	2,57,448	1,476	23,168	2,464	28,634
222	11,527	19,073	16,477	30,063	6,93,955	29,039	2,70,155	8,084	12,10,270	33,508	1,12,296	10,267	12,565	696	11,667
342	18,913	16,458	91,415	28,635	5,44,925	67,206	3,96,712	15,122	19,18,810	8,914	65,910	10,384	21,205	650	18,463
729	16,618	12,652	1,40,688	53,072	6,74,635	54,755	4,32,776	6,108	9,71,509	7,400	61,430	3,558	9,057	437	6,078
1,695	23,506	5,460	69,744	1,56,116	7,75,807	84,250	1,76,179	16,354	2,25,375	19,544	1,69,799	2,250	22,118	458	9,520
2,140	24,701	20,632	1,07,515	94,913	6,47,075	65,417	1,99,259	17,822	1,39,490	4,423	1,75,804	981	13,241	506	8,754
9,770	1,27,608	1,85,220	5,68,311	5,88,103	59,30,133	4,23,673	20,08,378	1,40,416	73,98,720	2,30,786	15,56,821	35,655	2,02,831	14,095	1,42,396
359	4,688	6,804	20,878	21,605	217,859	15,565	73,783	5,158	271,812	8,478	57,194	1,310	7,452	518	5,231

Net Receipts or Imports (in italics) in the above groups.

Grain.	Pulses.	Rice.
Tons.	Tons.	Tons.
3,273	686	17,125
4,256	627	130,442
2,395	4,329	14,074
196,254	58,213	266,654
48,716	6,142	4,713
248,348	68,748	398,758

grains in famine districts ... 715,854 tons.

Imports and not the sums of the entries in the body of the Abstract.

F. S. TAYLOR, Lieut.-Col., R. E.,

Consulting Engineer to Govt. of India
for Guaranteed Railways, Calcutta.

STATISTICS OF GRAIN TRAFFIC, E. I. RAILWAY, FROM 1st OCTOBER 1873 TO 31st JULY 1874.

APPENDIX SHOWING, MONTH BY MONTH, THE SOURCES FROM WHICH THE SUPPLIES IMPORTED TO THE STATIONS BETWEEN BURDWAN AND MIRZAPORE WERE DRAWN.

AREA.	MONTHS.	EAST INDIAN RAILWAY.						JUBILPORE LINT.			G. I. P. RAILWAY.			O. AND R. RAILWAY.			R. S. RAILWAY.			S. P. AND D. RAILWAY.		
		GRAIN.		PULSES.		RICE.		GRAIN.	PULSES.	RICE.	GRAIN.	PULSES.	RICE.	GRAIN.	PULSES.	RICE.	GRAIN.	PULSES.	RICE.	GRAIN.	PULSES.	RICE.
		*Up.	Down.	Up.	Down.	Up.	Down.															
								Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.
...	October	1,18,498	51,852	35,134	9,340	5,539	5,163	34,520	2,465	..	10,207	2,612	..	1,985	..	..	450	..	..	28,651	357	..
...	November	1,19,383	2,16,667	26,434	47,163	5,13,812	15,026	26,959	1,501	228	14,124	2,203	..	1,461	..	..	2,155	..	..	65,702	18,169	..
...	December	96,925	3,51,699	19,082	1,33,959	7,17,123	26,379	21,198	4,578	3,354	23,789	9,563	188	6,036	2,002	170	1,125	..	..	3,59,413	48,234	816
...	January	1,81,049	4,60,833	25,063	1,00,504	11,13,806	59,234	28,756	2,617	8,128	60,192	13,077	811	3,547	258	93	2,971	..	..	1,91,870	38,307	6,839
...	February	1,29,232	3,16,170	10,150	1,33,614	13,99,711	77,962	37,712	1,977	10,783	1,21,648	50,802	1,580	1,429	1,077	..	8,073	1,033	..	5,29,673	48,411	2,479
...	March	1,29,706	1,07,935	12,250	1,08,351	17,53,191	40,068	17,390	22,144	7,451	92,540	78,790	1,755	552	26	..	..	262	..	5,31,738	95,948	4,900
...	April	1,13,636	82,639	11,140	1,05,756	28,57,263	22,137	1,24,219	45,755	8,039	1,22,669	1,60,915	..	3	..	5	1,103	3,883	..	2,39,682	1,22,593	7,008
...	May	68,056	1,50,436	11,997	95,999	15,33,629	29,000	1,12,399	217	2,095	1,88,592	1,08,236	..	..	..	..	851	2,735	..	3,01,192	2,58,027	12
...	June	55,111	1,55,711	30,806	57,095	4,50,196	33,563	87,152	26,973	1,419	1,35,021	61,416	..	698	..	..	666	982	..	6,50,912	88,653	424
...	July	35,614	1,40,670	32,619	52,094	6,66,396	33,132	45,426	3,361	..	1,50,350	34,978	628	937	..	..	..	..	..	5,19,159	1,61,216	..
...	TOTAL MONTHS	10,45,242	20,37,612	2,14,675	8,41,018	1,15,89,157	3,41,961	5,65,770	1,14,621	41,497	9,25,132	5,22,652	4,962	20,118	3,455	268	17,100	8,893	..	37,37,022	8,80,618	23,078
...	TOTAL TONS	38,400	71,857	7,887	31,007	4,25,759	12,563	20,785	4,211	1,524	33,987	19,201	182	740	127	10	639	827	..	1,37,289	32,353	848

* Up means sent from below upwards, and Down means sent from above downwards.

ABSTRACT.

TOTAL IMPORTS.			
Grain	..	..	Tons.
Pulses	..	..	306,697
Rice	..	..	95,113
	..	..	440,886
	TOTAL	..	842,696

FOR OF CONSG. ENGR. TO GOVT. OF INDIA, }
Calcutta, the 15th December 1874.

F. S. TAYLOR, Lieut.-Colonel, R. E.,
Consulting Engineer to the Govt. of India
for Guaranteed Railways, Calcutta.

Letter from the Secretary to the Government of India, Public Works Department, to the Consulting Engineer to the Government of India for Guaranteed Railways, No. 506 R, dated 24th February 1875.

I have the honor to acknowledge the receipt of your letter No. 3407, dated the 29th December last, submitting a report on the railway operations in connexion with the despatch of grain to the distressed districts.

2. The work which devolved upon yourself and the Deputy Consulting Engineers, Captain Wallace, R. E., and Lieutenant Bisset, R. E., from October 1873 to June 1874, was exceedingly arduous and responsible. In order to ensure the success of the relief operations, it was essential that the traffic on the trunk line of railway should be conducted with order and regularity; that it was so conducted is in no small degree due to the energy of yourself and your deputies, and to the cordial manner in which you co-operated with the officials of the Railway Company.

3. His Excellency the Governor General in Council desires me to convey to you the expression of his entire approval of the manner in which you performed your duties, and to request that you will convey a similar expression of approval to Captain Wallace and Lieutenant Bisset.

From Colonel C. H. Dickens, R. A., Secretary to the Government of India, Public Works Department, to the Chairman of the Board of Agency of the East Indian Railway Company, No. 455 R, dated 20th February 1875.

I am directed by His Excellency the Viceroy in Council to convey the thanks of the Government of India to the Members of the Board of Agency for the very valuable assistance which they have afforded to the Government in regard to the storage of rice at Howrah when supplies were received in large quantities in Calcutta and there was great difficulty in obtaining sufficient accommodation for it. This assistance has been warmly acknowledged by Lieutenant-Colonel Graham, the officer in charge of the rice received at Calcutta, in his letter of the 1st of August last.

2. His Excellency the Governor General in Council congratulates the Members of the Board of Agency, Mr. Cecil Stephenson and Mr. G. Sibley, on the highly successful termination of their labours in providing for the despatch of supplies of food-grain to the distressed districts, and I am to request that you will be so good as to communicate to Mr. J. C. Batchelor, the Traffic Manager, his Deputy Mr. St. Leger Carter, and his staff, and among them especially to Mr. Urban Broughton, District Traffic Superintendent at Howrah, as well as to Mr. D. W. Campbell, the Locomotive Superintendent, and Mr. R. W. Pearce, the Carriage and Wagon Superintendent, and the other officers and staff of the Company who were actively engaged at the time of the great strain upon the resources of the line, the thanks of the Government of India for their services which have been brought to notice by Lieutenant-Colonel F. S. Taylor, R. E., Consulting Engineer to the Government of India for Guaranteed Railways, Calcutta.

Letter from the Secretary to the Government of India, Public Works Department, to the Agent, Eastern Bengal Railway Company, No. 503 R, dated the 23rd February 1875.

Lieutenant-Colonel F. S. Taylor, R. E., Consulting Engineer to the Government of India for Guaranteed Railways, Calcutta, having brought to notice the assistance afforded by the Eastern Bengal Railway Company to the Government in the famine crisis, by expediting, as far as possible, the despatch of rice from the river side station at Chitpore, to the distressed districts, I am directed by His Excellency the Viceroy in Council to convey the thanks of the Government of India to yourself and to the several heads of Departments of the Eastern Bengal Railway for this service.

Memorandum from Lieut.-Colonel C. Pollard, R. E., Consulting Engineer to the Government of India for Guaranteed Railways, Lahore, to the Secretary to the Government of India, Public Works Department, No. 101, dated 27th January 1875.

In compliance with Public Works Department No. 2379 R, dated 24th September 1874, the undersigned has the honor to forward, for the information

of the Government of India, the report therein called for, showing the Scind, Punjab and Delhi Railway operations in connection with the despatch of food-grains to the distressed districts in Bengal and the North-Western Provinces.

Report showing the Scind, Punjab, and Delhi Railway operation in connection with the despatch of food-grain to the distressed districts in Bengal and the North-Western Provinces.

The accompanying table, marked A, shows the amount of grain despatched by the Scind, Punjab and Delhi Railway during the period of nine months (15th November 1873 to 15th August 1874) to have aggregated 45,73,122 maunds, realizing in freight Rs. 12,77,055, of which Rs. 6,69,017 was paid by Government as compensation for the reduction from $\frac{1}{4}$ to $\frac{1}{8}$ pie per maund per mile.

An examination of the table will show that the export from Loodianah was nearly one-half (accurately it was 0.48) of the whole quantity despatched. Umballa and the adjoining stations of Rajpooora and Burrara stands also high.

The average number of goods trains run on the down line averaged monthly during this period 108.95 against an average of 35 before the grain traffic commenced. The extra expenditure on the goods sheds, running establishments, loading and storing, averaged Rs. 1,194 per mensem.

There is no doubt that this Company lost several large consignments of grain from want of wagons. It was not that our rolling-stock was insufficient, but that it was impossible for the East Indian Railway to return an equivalent for our wagons thrown upon that line, and delay of five and six days took place before they could be returned. This told against our traffic.

The officials of the Company worked arduously and well, and it is very creditable to the Traffic Manager, Mr. Ross and his assistant Mr. A. Saunders, that so much was done with so small an increase to the staff. The Locomotive Superintendent, Mr. Bocquet, and his assistants, Mr. Sandiford and W. Bocquet, met the demands in their Departments promptly and energetically.

SCINDE, PUNJAB, AND DELHI RAILWAY.

Statement showing the weight of grain booked from Scinde, Punjab, and Delhi Railway Stations to Famine Districts in Bengal, and the amount of freight received from Government and the Public from 15th November 1873 to 15th August 1874.

STATIONS.	NOV. 1873.		TOTAL.	JANUARY 1874.		FEBRUARY.	MARCH.	APRIL.		MAY.	JUNE.		TOTAL.	JULY 1874.		AUGUST.	TOTAL.	GRAND TOTAL.
	Weight.	Mds. S.		Weight.	Mds. S.	Weight.	Mds. S.	Weight.	Mds. S.	Weight.	Weight.	Mds. S.		Weight.	Mds. S.	Weight.	Mds. S.	
Begumbad	...	881 0	881 0	...	...	...	...	...	...	...	...	...	1,40,527 10	...	...	...	...	881 0
Meerut City	5,853 80	28,280 0	84,084 10	46,117 30	21,441 30	5,711 20	5,711 20	2,229 10	29,036 20	35,990 20	...	...	1,40,527 10	19,067 20	...	...	32,271 80	2,06,888 10
Kuntowle	...	841 10	841 10	1,512 10	7,222 20	381 20	381 20	822 20	3,801 0	4,054 30	2,279 0	13,480 0	13,480 0	5,159 10	...	...	8,382 0	22,153 10
Mozaffurnuggur...	1,156 0	8,824 10	9,980 10	11,797 20	10,222 20	6,595 0	6,595 0	...	3,801 0	4,054 30	1,201 10	34,181 0	34,181 0	3,345 20	...	...	7,980 20	54,617 00
Deobund	...	846 0	846 0	13,464 20	7,361 10	5,595 0	5,595 0	1,368 30	6,200 10	11,705 80	12,106 0	53,664 80	53,664 80	7,724 30	...	...	12,988 0	40,356 00
Saharunpore	...	840 0	840 0	6,179 30	17,915 30	4,337 0	4,337 0	1,420 20	11,705 80	11,705 80	12,106 0	53,664 80	53,664 80	...	...	...	1,768 0	67,492 30
Sirsa	...	901 30	901 30	8,129 0	10,551 10	4,277 30	4,277 30	1,355 0	9,802 10	9,802 10	9,984 0	75,675 80	75,675 80	...	...	...	20,107 20	97,288 10
Jugadree	...	1,200 10	1,369 20	21,763 20	14,414 20	18,556 20	18,556 20	2,524 30	4,166 10	4,166 10	9,984 0	75,675 80	75,675 80	13,769 10	...	...	11,635 20	97,152 80
Burara	...	842 0	842 0	5,805 30	6,214 20	10,758 20	10,758 20	...	4,166 10	4,166 10	9,984 0	75,675 80	75,675 80	2,966 30	...	...	8,668 30	45,915 00
Amhalla Canton-	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
ment	388 10	6,803 20	7,141 30	12,296 20	20,467 10	25,945 10	25,945 10	8,505 30	55,973 30	44,576 10	44,576 10	1,77,764 80	1,77,764 80	34,647 0	...	...	40,426 30	2,25,333 10
Amballa City	1,608 80	13,574 30	15,181 20	39,833 0	26,174 20	43,438 10	43,438 10	22,581 0	59,659 20	50,238 0	50,238 0	2,48,924 10	2,48,924 10	34,829 10	...	...	39,297 20	3,03,403 10
Rajpura	410 0	16,943 10	17,353 10	25,747 30	40,433 0	22,096 0	22,096 0	16,397 20	28,700 20	21,134 20	21,134 20	1,54,509 10	1,54,509 10	9,333 30	...	...	16,615 10	1,87,477 30
Sirhind	...	351 30	351 30	651 0	9,215 10	13,912 20	13,912 20	472 20	3,632 0	1,330 20	1,330 20	28,613 80	28,613 80	1,844 30	...	...	4,135 30	33,101 10
Khunah	...	1,131 0	1,131 0	1,374 20	8,703 0	11,961 30	11,961 30	341 30	5,481 0	2,481 0	2,481 0	30,369 0	30,369 0	6,874 10	...	...	8,092 20	39,582 20
Sunehwall	...	354 30	354 30	17,565 30	9,055 10	10,994 30	10,994 30	1,355 20	5,375 80	20,032 0	20,032 0	62,479 0	62,479 0	10,426 10	...	...	14,291 20	77,105 10
Leodiana	84,482 0	3,15,653 30	3,51,085 30	2,60,589 20	1,79,893 10	2,70,977 20	2,70,977 20	1,70,870 0	2,42,976 10	4,06,164 20	4,06,164 20	15,31,421 0	15,31,421 0	2,34,645 0	...	...	2,82,146 20	21,64,653 10
Phillour	...	3,537 30	3,537 30	23,486 10	45,948 0	56,278 30	56,278 30	1,341 20	14,824 20	24,179 20	24,179 20	1,66,083 20	1,66,083 20	31,841 20	...	...	46,066 10	2,15,712 20
Phugwara	...	...	...	625 30	5,948 10	5,244 10	5,244 10	500 10	507 10	507 10	2,841 20	15,667 10	15,667 10	1,608 20	...	...	1,961 0	17,628 10
Jullunder Canton-	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
ment	306 0	4,694 20	5,000 20	9,039 10	12,810 0	24,364 20	24,364 20	8,679 0	25,507 10	35,012 0	35,012 0	1,15,472 0	1,15,472 0	33,714 30	...	...	44,044 30	1,64,517 10
Jullunder City	...	7,595 0	7,595 0	11,089 0	6,813 20	18,513 30	18,513 30	7,898 30	11,839 30	26,365 10	26,365 10	82,520 0	82,520 0	21,718 30	...	...	29,504 0	1,19,619 0
Khartarpore	...	2,994 30	2,994 30	4,049 10	2,798 0	3,480 10	3,480 10	1,802 0	1,972 20	6,064 20	6,064 20	20,166 20	20,166 20	9,645 10	...	...	13,076 0	39,237 10
East Bank, Beas...	...	321 20	321 20	...	...	...	...	...	1,671 10	2,519 80	2,519 80	4,191 0	4,191 0	...	...	...	169 10	169 10
Beas	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Jundella	582 20	10,602 10	11,134 30	12,762 20	35,679 30	36,347 10	36,347 10	1,887 0	34,411 30	9,721 80	9,721 80	1,80,810 0	1,80,810 0	2,869 0	...	...	6,525 30	11,088 10
Umrtaur	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Meen Meer, East	...	...	...	156 0	2,471 10	760 10	760 10	...	835 30	12,215 80	12,215 80	4,213 10	4,213 10	...	...	...	808 0	5,021 10
Lahore	...	...	...	297 0	49,503 20	28,231 30	28,231 30	20,870 30	33,788 80	33,788 80	3,688 30	59,899 20	59,899 20	15,492 20	...	...	18,492 20	1,68,400 0
Raiwind	...	...	...	5,758 30	23,885 10	11,399 10	11,399 10	3,617 10	11,556 10	...	...	...	...	4,697 20	...	...	5,034 20	64,984 0
Okara	...	...	...	...	468 0	2,506 20	2,506 20	712 0	...	...	...	...	...	...	...	...	...	3,686 20
TOTAL WEIGHT	44,804 20	4,28,445 20	4,73,250 0	5,40,036 30	5,84,233 0	6,45,984 20	6,45,984 20	2,84,553 10	6,05,061 10	7,39,319 10	7,39,319 10	33,98,638 0	33,98,638 0	5,31,894 10	...	...	7,01,234 10	45,73,122 10
Amount charged to Government	5,515 4	55,650 8	61,165 12	65,476 5	79,997 4	90,879 3	90,879 3	40,029 14	80,431 7	96,789 14	96,789 14	4,53,103 15	4,53,103 15	70,951 9	...	...	91,696 2	2,071 11
Amount charged to Public	6,084 8	61,698 1	67,782 9	72,055 3	87,919 13	99,432 9	99,432 9	43,976 4	88,571 14	1,07,196 6	1,07,196 6	4,99,052 1	4,99,052 1	78,688 14	...	...	1,02,183 0	6,084 17 10
TOTAL AMOUNT...	11,599 12	1,17,343 9	1,28,948 5	1,37,531 8	1,67,917 1	1,90,311 12	1,90,311 12	84,006 2	1,69,008 5	2,03,986 4	2,03,986 4	9,52,156 0	9,52,156 0	1,49,640 7	...	...	1,98,879 2	12,77,055 2

* On account of under-charges.

Letter from the Secretary to the Government of India, Public Works Department, to the Agent, Sindh, Punjab and Delhi Railway Company, No. 512, dated 24th February 1873.

Lieutenant-Colonel O. Pollard, R. E., Consulting Engineer to the Government of India for Guaranteed Railways at Lahore, having brought to the notice of the Government of India the assistance afforded by the staff under your orders in the despatch of food-grain to the famine-stricken districts in Bengal, I am directed by His Excellency the Governor General in Council to express to you His Excellency's acknowledgment of the service rendered, and to request that you will convey the thanks of the Government of India to the Traffic Manager, Mr. Ross, and his Assistant, Mr. A. Saunders, to the Locomotive Superintendent, Mr. Bocquet, and his Assistants, Mr. Sandiford and Mr. W. Bocquet and to the rest of the staff.

Letter from Major J. Graham, on special duty, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 1772, dated 1st August 1874.

As directed in the last paragraph of your letter No. 2210, dated 9th ultimo, I have now the honor to submit, for the information of Government, the following report regarding the rice purchased in Calcutta or landed from ships for despatch to the famine districts between the 14th November 1873 and the 31st July 1874.

2. To make it more complete, I have incorporated with my own proceedings those of my predecessors, Mr. Toynbee and Captain J. Barnard Smith, but kept each separate for easier reference.

Incorporating Mr. Toynbee's and Captain Smith's transactions with my own

3. The quantities of Government rice purchased locally or imported into Calcutta were as follows :—

	Number of cargoes brought by ships and steamers to Calcutta, exclusive of river steamers and sloops.	Received by G. Toynbee, Esq., C S, to 25th January 1874.		Received by Captain J. B. Smith from 26th January to 25th February.		Received by Major J. Graham from 26th February to 31st July.		Total number of bags received.	Total number of maunds received.	REMARKS.
		Bags.	Maunds.	Bags.	Maunds.	Bags.	Maunds.			
80-seer bags ...	48 cargoes delivered to G. Toynbee, Esq., C. S. Smith. J. B. Toynbee J. B. Graham.	...	...	...	...	2,59,640	1,94,730			This does not include seed-grain purchased by Mr. Toynbee
1-maund bags		...	...	97,211	97,211	4,63,738	4,63,738			
2 " "		...	14,73,782	651,081	1,302,162	3,977,409	7,954,818			
2½ " "		...	...	24,633	63,084	25,478	62,984			
	Total number of cargoes, 294.	7,50,684	14,73,782	7,72,925	14,62,457	47,26,265	86,76,270	62,49,874	1,16,12,509	

4. The above quantities were delivered or landed by—

Steel, Mackintosh and Company ...	...	12,000	24,000	32,245	...	6,133	12,366	6,133	12,366	12,266
Macknight, Anderson and Company	...	...	...	...	64,490	3,16,984	6,33,968	3,61,229	6,33,968	7,22,458
Robert and Charriol ...	...	...	...	...	...	6,33,970	9,43,390	6,33,970	9,43,390	9,43,390
Marcus, Samuel and Company ...	...	1,35,199	2,17,078	1,25,086	1,53,002	1,59,187	1,59,187	4,19,472	5,29,267	5,29,267
Bird and Company (Landing Agents)	...	4,47,706	9,21,093	6,15,594	12,44,965	36,09,991	69,27,459	46,73,291	90,93,517	90,93,517
Local purchases by Mr. Toynbee ...	...	1,55,779	3,11,611	...	...	...	...	1,55,779	3,11,611	3,11,611
TOTAL	...	7,50,684	14,73,782	7,72,925	14,62,457	47,26,265	86,76,270	62,49,874	1,16,12,509	

5. They consisted of—

Burma rice	...	3,11,322	6,54,237	4,94,367	10,02,552	30,86,955	58,82,854	38,92,644	75,39,643	
Saigon "	...	1,35,199	2,17,078	1,25,086	1,53,002	7,93,157	11,02,577	10,53,442	14,72,657	
Orissa "	...	92,851	1,80,093	46,099	92,157	1,00,876	2,00,285	2,39,326	4,72,535	
Chittagong rice	...	12,000	24,000	32,245	64,490	3,16,984	6,33,968	3,61,229	7,22,458	
Madras rice	...	43,533	86,763	75,128	1,50,256	4,28,293	8,56,586	5,46,954	10,93,605	
Bengal (locally purchased)	...	1,55,779	3,11,611	...	...	...	...	1,55,779	3,11,611	
TOTAL	...	7,50,684	14,73,782	7,72,925	14,62,457	47,26,265	86,76,270	62,49,874	1,16,12,509	

6. The quantities despatched from November 18th, 1873, to July 31st, 1874, were forwarded as follows :—

	Despatched by G. Toynbee, Esq., C.S.		Despatched by Captain J. B. Smith.		Despatched by Major J. Graham.		Total quantities des- patched.	
	Bags.	Maunds.	Bags.	Maunds.	Bags.	Maunds.	Bags.	Maunds.
East Indian Railway .	5,97,372	11,77,735	6,31,488	12,76,753	31,76,410	53,45,338	44,05,270	82,99,826
Eastern Bengal Railway	1,38,971	2,67,365	1,27,412	1,57,654	7,40,568	13,06,237	10,06,951	17,31,256
River steamers and flats	14,341	28,682	14,025	28,050	53,942	1,02,318	82,308	1,59,050
TOTAL ...	7,50,684	14,73,782	7,72,925	14,62,457	39,70,920	72,53,893	54,94,529	1,01,90,132

7. The average daily and total monthly deliveries made by Messrs. Bird and Company, the Government Landing Contractors, during the whole of their contracts, were—

MONTHS.						Average daily deliveries.	Monthly deli- veries.
						Tons.	Tons.
November	...	...	...	...	...	111	1,444
December	...	...	...	...	...	316	8,859
January	...	...	...	...	...	1,136	35,200
February	...	...	...	...	...	1,654	46,309
March	...	...	...	...	...	2,540	78,820
April	...	...	...	...	...	2,800	84,012
May	...	...	...	...	...	2,007	62,205
June	...	...	...	...	...	1,028	25,709
July	...	...	...	...	...	1,674	2,570

Messrs. Bird and Company alone had at one time employed in this work 450 cargo boats, carrying about 25 tons each, 5,000 coolies, and 920 carts.

The largest landing made by them was on April 6th, consisting of—

Bags.	Tons.	Maunds.
55,544	4,114	1,11,078

8. The average daily and total monthly despatches made by the East Indian Railway Company from 18th November 1873 to 31st July 1874 were—

MONTHS.				Daily average number of wagons despatched.	Daily average number of bags despatched.	Monthly number of wagons despatched.	Monthly number of bags despatched.
November	...	...	...	19	1,917	212	21,083
December	...	...	...	39	3,860	966	96,491
January	...	...	...	116	11,663	3,499	3,49,898
February	...	...	...	224	22,460	6,291	6,28,885
March	...	...	...	266	26,657	8,264	8,26,366
April	...	...	...	361	36,117	10,832	10,88,535
May	...	...	...	271	27,111	8,404	8,40,439
June	...	...	...	62	6,494	1,812	1,88,334
July	...	...	...	63	8,447	1,977	2,61,856

The largest despatch was made on—

	Bags.	Maunds.	Tons.
April 16th 	46,556	88,478	• 3,160

9. The largest balance in store was on the 26th June—

Bags.	Tons.
9,96,338	66,325

10. In addition to the sloops and river steamers bringing rice from Orissa, 101 vessels were employed in conveying cargoes from beyond sea. With such a fleet, amongst which were country sailing ships and some of the fastest of the Suez Canal steamers, and owing to their cargoes being laden at so many different ports and by so many different agents, it was of course impossible to arrange for their arrivals at any regular intervals; consequently at one time we had only a few vessels in port, and at another more than we could possibly deal with. As my particular attention was directed to keeping up a never-failing supply for the railways, the work was one of great anxiety. If we had too few vessels, there was the danger of a short supply; if too many, of the ships coming on demurrage. It was easy to get the cargoes unladen; but owing to the limited frontage the railways possess, part of which was always taken up with private traffic, there was frequently the greatest trouble in getting our landings effected; and I have often seen the banks lined with boats two and three deep with others moored outside in the stream.

11. To lighten the pressure as much as possible, it was arranged to land the grain for the East Indian Railway at five different places.

1st.—At the Howrah loading platforms. Here, when wagons were available, they were run down to the shore and filled direct from the boats; when they were not, the Railway Company placed at our disposal three and a half of their loading platforms, capable of containing about 40,000 bags. But in addition to these we have often had the beach covered with stacks of rice.

2nd.—At the old engine-sheds. These buildings were our great loading reserve godowns; they were capable of containing 20,000 tons of rice as Bengal rice is usually stored, but as they are unfortunately situated above 500 yards from the landing place, there was great difficulty in getting the rice into them. For a long time it was carried by coolies, but when the very hot weather set in, they could not carry such a load (2 maunds, say 165 lbs.) such a distance; they broke down and commenced to desert. Fortunately I was then able to arrange to have the work done with railway trucks, though it caused much inconvenience, as there was no direct line of rails to the sheds, and the wagons on this work interfered with the ordinary traffic. We had previously tried carts, but they could not work over so many lines of rails.

3rd.—At the portico of the Howrah passengers' platform. The railway allowed us to use this also, and here the greater part of the Saigon rice was loaded and despatched. The distance from the landing place was about 150 yards, a long lead, but not so oppressive as to the engine-sheds.

4th.—At the North Ghât at Sulkea. This place we reserved for Orissa rice only, and we had so much testing, examining, and exchanging of the Orissa supplies that it was fully occupied.

5th.—At the South Ghât at Sulkea. Here two temporary loading platforms were erected before my arrival, which I found simply invaluable. Millions of maunds passed over them. Again and again they broke down and were repaired, but the work never ceased, and for both Europeans and Natives it was most severe, for the corrugated iron roofs reflected the heat, and the boards were so hot that even watering them did not keep the coolies' feet from being blistered, and I had to cover them with old gunny bags.

12. For the Eastern Bengal Railway we landed rice at their river-side station of Chitpore, loading the wagons direct from the boats when they were available; and when they were not, we either stacked the rice on the bank or in the railway godowns, which they allowed us the use of on paying rent for the same. Besides Chitpore, we also used the Sealdah station for despatching all the Saigon consignments of Messrs. Samuel and Company, which, after being rebagged at the jetties, were conveyed to Sealdah on carts.

13. I may here remark that the East Indian Railway Company has, without rent or charge, placed at our disposal every building they had available, and large quantities of material for storing. They entirely floored for us with old sleepers the engine-sheds at Howrah, lent 2,768 more for the Opium Godowns, and 17,455 new and 3,367 old for the Salt Godahs, and the sheds on their own and the Docking Company's premises at Sulkeah. (You are aware that the Opium Godown is on this side of the river, and the Salt Godahs and Docking Company's sheds entirely separate from the Railway Company's grounds.) In fact, they have in every way and in the most liberal manner endeavoured to facilitate the operations of Government.

14. The river steamers were all loaded direct from ships so long as we had any vessels discharging cargoes.

15. Our chief drawbacks in unloading and landing the cargoes were—

1st.—The way in which vessels were occasionally chartered. Some we were bound to discharge at the rate of 600 tons (say 10,000 bags) a day; and if we had, as was generally the case, ten or twelve other steamers in port when these arrived, it was not a little disheartening to find a vessel come on our hand from which the cargo must be discharged at this rate, or a penalty of (often) Rs. 1,000 a day entailed on Government. From others we were bound to take "as much as they liked to discharge on Sundays or week days, by night or by day."

2nd.—Cargoes of 2½-maund bags, which the coolies would not—indeed could not—lift. The East Indian Railway landed these for me at their jetties by the steam cranes.

3rd.—Our greatest infliction was the state of the bags from Madras. My establishments were taken up day after day repairing and rebagging these. Our platforms, our landing-places, our godowns, were all covered with them in a burst and torn state, and the annoyance caused by them when we had such heavy work on hand was inexpressible.

16. Long before our despatches ceased, the pressure upon us from the great number of ships arriving forced us to commence storing, and at various times we had the following quantities in the following places:—

<i>Calcutta Side.</i>		<i>Tons.</i>	
1. Opium Godowns	...	5,333	These were landed at different ghâts, and conveyed thence by carts.
2. Bonded Warehouse	...	6,295	
3. Pitttoria Ghât	...	4,493	
4. No. 6, Clive Row	...	2,083	Landed at the jetties, rebagged there, and conveyed thence by carts.
5. Sealdah station	.	8,237	Landed at Chitpore and conveyed thence by rail.
6. Ditto old shed	...	2,000	
7. Chitpore railway godowns	...	2,775	Landed at Chitpore and carried by carts.
8. Chitpore new sheds	...	8,828	Filled from the Sealdah terminus, the Chitpore godowns, and the Sealdah old shed, when they had to be vacated.
<i>Howrah side.</i>			
9. Engine-sheds	...	9,291	Landed at Howrah and carried by coolies and trucks.
10. Portico, Howrah station	...	988	By boats and carts from Messrs. Robert and Charriol's godowns at Sulkeah.

<i>Howrah Side—contd.</i>				<i>Tons.</i>	
11.	Salt Golahs			1,324	By carts from Sulkeah.
12.	Calcutta Docking Company's old shed			1,625	Ditto.
13.	Ditto ditto new sheds			8,175	Ditto.
14.	Sulkeah railway sheds	..	}	14,904	Ditto, with the exception of the few sheds on the river bank, which were filled by the coolies only.
15.	Ditto temporary loading platforms				
16.	No. 141, Sulkea Road ...	...		2,045	
17.	Moody Cotton Press ...	...		2,068	Filled from Messrs. Robert and Charriol's godowns by carts.
TOTAL				80,454	

17. Of the despatches I have already said so much in my remarks about landings that I need only here add that for weeks together we were loading and sending off from 50 to 60,000 bags daily. The East Indian Railway Company kept up for this work an extra staff of above 100 clerks.

18. During all this period I am happy to say that our only casualties were one coolie, who had a sunstroke and died in a few minutes at Chitpore, and another who got his leg broken by a bag of rice falling on him in the engine-sheds.

19. I cannot close this report without briefly bringing to the notice of Government how admirably the work of landing was carried out by the contractors, Messrs. Bird and Company, and of despatching by Mr Broughton, the District Traffic Manager of the East Indian Railway.

The former had an unlimited supply of boats. Their working partner, Mr. S. Bird, superintending their enormous landings, never failed by his presence and arrangements to overcome every difficulty.

Of Mr. Broughton I will only say, that on all occasions and at all times he gave me the most ready and willing assistance, often at great inconvenience to himself. As to the work they effected, the details above given speak for themselves.

Had it not been for the manner in which they worked most cordially with Mr. Toynbee, the despatching officer, and myself, the work would have been much more difficult; and it was no little gain to have had such able and willing hands to assist in the arrangements for landing above 11½ millions and despatching above 10 millions of maunds.

P. S.—I had hoped to have been able to furnish with this report a memorandum showing the very small loss which Government has incurred from having rice damaged either on board-ships or when in my charge here. I am preparing it in communication with the Assistant Comptroller General, and will furnish it hereafter.

Letter from Major J. Graham, on special duty, to the Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 1776, dated 1st August 1874.

In continuation of this office letter No. 1772 of this date, I have the honor to report that the total number of damaged bags received in cargoes from the 14th November to this date, the loss of which falls on Government, is only 2,466, exclusive of the cargo of the *Calcutta*, or with it 32,200. The average loss per cent. is .047, exclusive of the *Calcutta*'s cargo and .55 with it.

It must be borne in mind that the 2,466 damaged bags above mentioned were not a total loss: all or nearly all were sold, and the actual loss to the State may be fairly stated as not above three-fourths of the percentage entered above.

Of course the above does not include the damaged bags, the value of which has or will be recovered from shippers, ship agents or landing agents.

Letter from A. P. Howell, Esq., Deputy Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to Major J. Graham, on special duty, No. 2505, dated 11th September 1874.

I am desirous to acknowledge your letter No. 1772, dated 1st ultimo, reporting on the arrangements connected with the receipt and despatch up-

country of the rice purchased in Calcutta or ordered from beyond sea for the supply of the famine-stricken districts of Bengal.

2. It appears from your report that between the 14th November and the 31st July last 294 cargoes of Government rice were brought by ships and steamers to Calcutta, exclusive of sloops and river steamers, the whole aggregating 62,49,874 bags, or 1,16,12,509 maunds of about 82 lbs. each. This amount was of course exclusive of the Government purchases in Calcutta, which, however, were comparatively inconsiderable. The despatches during the same period from Calcutta were 1,01,90,132 maunds, of which 82,99,826 maunds were carried away by the East Indian Railway—the largest despatch in one day being 88,478 maunds—on the 16th April. The bulk of the whole quantity was taken from on board-ship and delivered over to the railway authorities by the Government contractors, Messrs. Bird and Company, who were entrusted with the entire contract in view to avoid, as far as possible, competition in the labor market and disturbance of the ordinary rates of coolies and boats. Their total deliveries amounted to 93,87,481 maunds, their largest monthly delivery being 22,85,126 maunds, or 84,012 tons, giving a daily average during the month of 76,160 maunds, or 2,800 tons. There were of course many difficulties in arranging at the same time for such large receipts from so many different quarters and for despatches from only two railway stations, and these difficulties were aggravated, on the one hand, by the rate of discharge required by some of the charter parties and by the state in which some of the cargoes were received, and, on the other, by the limited river frontage and accommodation afforded by the railways and by the requirements of private trade with which special instructions had been issued not to interfere. These difficulties, however, appear to have been overcome by multiplying the points of receipt, reserve, and despatch, by your constant personal supervision, by the efficiency of the Government contractors, and by the cordial co-operation of the Railway Companies.

3. The whole arrangements have been exceedingly well managed throughout, and the Governor General in Council is of opinion that the successful conduct, without hindrance or delay, of such a large operation at a very important stage when there were many elements of failure, and failure would have been serious, is highly creditable to you, and you have well earned the thanks of Government. You bring to notice the services of the Government contractors, Messrs. Bird and Company, and of Mr. Broughton, the District Traffic Manager of the East Indian Railway, as well as the liberal arrangements made by the Company for the accommodation of the rice previous to its despatch by their line. When the operations have been brought to a close a suitable opportunity will be taken of acknowledging these services.

Letter from Major J. Graham, on special duty, to the Under-Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, No. 2070, dated 4th February 1875.

I have now the honor to report, for the information of Government, that the last rice godowns have been emptied.

2. I beg to annex a statement showing in detail the disposal of all the rice (86,96,548, eight millions six hundred and ninety-six thousand five hundred and forty-eight maunds, about 319,465 tons) which was received by me.

From the statement it will be seen that—

238,884 tons were despatched by the East Indian Railway,

49,464 by the Eastern Bengal Railway,

9,632 by river steamers, &c.,

73 made over to the civil authorities in Calcutta,

84 lost by the landing contractors, of which the price has been recovered from them, and

6 lost by damage in godown. The remainder (21,320 tons) was sold.

3. In my letter No. 1976* of the 16th November last, I reported the care I had taken and was taking in recovering all sweepings from ships, boats,

platforms, &c., and I beg to report that the quantity collected in this way (712½ tons) has been sold for Rs. 29,095-8.

* Proceedings for December 1874, No. 16.

4. The total amount realised by the sales was Rs. 8,09,233-5-6, which has been duly received and credited to Government.

5. I have been informed by different members of the mercantile community that the rice brought much higher prices than they expected. I know many European merchants came to the sales to buy, and could not give the prices given by natives. The very high rates of freight prevailing during the last three months were greatly against the sales.

These rates, which were thirty shillings a ton when the first sale took place, had, I understand, risen to sixty when the last auction was held.

6. The average price which the whole sales brought was Re. 1-6-6 per maund net, about Rs. 38-4-6 (or say £ 3-16-6) per ton.

7. The rice sold in Calcutta has been shipped to England, France, Ceylon, Singapore, the Maldives, Aden, Jedda, and to Bombay for the Persian Gulf; a considerable quantity has been retailed on the spot, and a good deal sent through the neighbouring districts by country boats.

8. Much of the rice was rebagged and weighed at the sheds before removal, and the loss was ascertained (according to the statements of the purchasers) to be about 6 per cent.

9. The rebagging was particularly necessary as regards the Madras rice, which was found in some stacks almost in bulk, the bags from their own rottenness and the attacks of birds and rats having become entirely useless.

10. The rice all through the season suffered more from birds than any kind of vermin, and it was only latterly when the most of it was removed and that the rats concentrated their forces on the small quantity remaining that the stacks suffered much. There was little or no loss however, as off the floors and from the ground under them I collected hundreds of maunds.

11. The Docking Company's premises, after having been put in order by the Department of Public Works, were made over, on the 15th ultimo, by the Executive Engineer and myself to the Superintendent of that Company, who expressed himself fully satisfied in every way. I have made over the sheds on the East Indian Railway Company's premises at Sulkea to the Department of Public Works. The last lot of rice was removed from them yesterday.

12. All the unserviceable tarpaulins, gunny bags, scales, weights, &c.,
 † Proceedings for December 1874, No. 15. were sold by auction on the 25th ultimo, as sanctioned in your letter† No. 2805, dated 29th December 1874. I have not as yet received the account sales from Messrs. Mackenzie Lyall and Company, but the amount will be duly realised by me and credited to Government.

13. Every establishment has been discharged and every account paid. I know of nothing unsettled or unadjusted with the exception mentioned in last paragraph.

14. I have asked the Comptroller General if there is any objection to my closing this office either as regards his own accounts or my accounts with him, and he has replied that there is none.

15. I have now therefore only to solicit the permission of Government to close my office, and orders regarding the disposal of its records.

Rice sales statement showing the quantities and descriptions of rice sold, the amounts realised; and the average prices obtained per maund net.

DESCRIPTION.	QUANTITIES SOLD		Amounts realised.	Price per maund net, after deduction of loss.
	Bags.	Maunds, net.		
Burma	2,46,915	4,40,074	Rs. 5,97,644 9 6	Rs. 1 5 8
Madras	69,650	1,33,035	2,08,601 14 0	1 9 1
Saigon	1,034	2,055	2,976 14 0	1 7 2
Orissa	12	23	60 0 0	2 9 8
	3,17,611	5,75,187	8,09,283 5 6	1 6 6

Gross quantity sold 5,99,776 maunds.

Average loss allowed at the sales 4½ per cent.

CALCUTTA,
 The 4th February 1875.

J. GRAHAM, Major,
 On special duty.

Major James Graham (On special duty), in account current with the Government of India.

Cr.

Dr.

	Bags.	Maunds.		Bags.	Maunds.
To Burma, rice received	32,58,084	62,25,125 ¹⁶³ / ₁₈₈	By quantities made over to the Government of Bengal and despatched by—		
" Saigon	7,98,170	11,02,590	East Indian Railway	35,30,497	65,02,964 ¹¹⁸ / ₁₈₈
" Madras	4,27,493	8,54,986	Eastern Bengal Railway	7,62,076	18,46,520
" Chittagong	1,46,781	2,93,562	River Steamers and Flats	1,33,887	2,62,207 ¹¹⁸ / ₁₈₈
" Orissa	1,00,876	2,00,285	Collector of Howrah	400	800
" Rancee of Bolilly, rice received	10,000	20,000	" 24-Pergunnahs	600	1,200
" Collected from sweepings, &c.	10,507	19,397	" Alipore Jail (Dr. McKenzie)	1	2
			" Sales	3,17,611	5,99,776
			" damaged rice ex S. S. Asia : value recovered from Messrs. Bird and Company.	350	700
			" damaged and short delivered rice ex S. S. Socotra : value recovered from Messrs. Bird and Company.	713	1,426
			" damaged rice ex S. S. Bremer Castle : value recovered from India General Steam Navigation Company.	79	158
			" short delivered ex S. S. Bremer Castle. value recovered from Messrs. Finlay, Muir and Company.	8	16
			" losses sanctioned and written off accounts...	89	175 ¹¹⁷ / ₁₈₈
TOTAL	47,46,911	87,15,945 ¹⁶³ / ₁₈₈	TOTAL	47,46,911	87,15,945 ¹⁶³ / ₁₈₈

CALCUTTA, }
The 4th February 1875.

J. GRAHAM, Major,
On special duty.

Letter from C. J. Lyall, Esq., Under-Secretary to the Government of India, Department of Revenue, Agriculture and Commerce, to Lieutenant-Colonel J. Graham, on Special Duty, No. 75, dated Calcutta, the 22nd February 1875.

I am directed to acknowledge the receipt of your letter No. 2070, dated the 4th instant, reporting on the arrangements connected with the receipt and disposal of the rice, amounting to 8,696,548 maunds, with the charge of which you have been entrusted.

2. I am to repeat the thanks of the Government of India for the very satisfactory manner in which you have performed the arduous and responsible duties which have devolved upon you from the end of February 1874 to the close of the relief operations and the disposal of the rice remaining on hand.

3. I am to request that you will convey to Messrs. Bird and Company and especially to Mr. S. Bird, the thanks of the Government of India for the efficient manner in which their work was performed.

The Lieutenant-Governor of Bengal has already conveyed his thanks to Mr. Toynbee, who has managed exceedingly well the business of receiving the grain from you and despatching it by train.

4. Your office may now be closed, and the records handed over to the Office of the Comptroller General.

5. I am to add that this letter, together with your letter of the 1st August last, and the reply thereto of the 11th September 1874, No. 2505, will be published for general information.

6. A separate letter has been sent to the Agent, East Indian Railway Company, thanking the Agency and Mr. Broughton for their co-operation in facilitating the transport of rice.

Statement showing the Quantity of Rice (distinguishing Table and other kinds), Paddy, Wheat, Gram, and other Food-grains exported from the Presidency of Bengal in the 12 months, from 1st October to 30th September of the years 1872-73 and 1873-74.

WHITHER EXPORTED.	IN THE 12 MONTHS FROM 1ST OCTOBER TO 30TH SEPTEMBER.											
	1872-73.						1873-74.					
	Rice.			Other Food-grains.			Rice.			Other Food-grains.		
	Table	Other kinds.	Paddy.	Total of Rice and Paddy.	Wheat.	Gram.	Other kinds.	Total of Rice and Paddy.	Wheat.	Gram.	Other kinds.	Total.
To Ceylon ..	104	64,479	2,194	66,777	29	1,730	1,151	2,913	..	842	1,459	2,301
" Mauritius, Bourbon and W. I. Islands ..	1,728	109,146	..	110,874	2,636	6,122	5,344	14,102	4,623	5,455	6,708	16,786
" Other Foreign Countries ..	24,240	88,939	31	113,210	11,818	353	221	12,392	19,102	577	304	19,983
TOTAL TO FOREIGN COUNTRIES ..	26,072	262,564	2,225	290,861	14,483	8,205	6,719	29,407	23,725	6,874	8,471	39,070
To other Presidencies beyond Bengal	40,760	70,298	8,853	119,851	1,455	4,034	8,094	13,583	713	1,289	6,029	8,031
GRAND TOTAL ..	66,832	332,802	11,078	410,712	15,938	12,239	14,813	42,990	24,438	8,163	14,500	47,101
												264,456

NOTE.—The figures for table-rice represent those for the Port of Calcutta only, as these for the minor ports cannot be distinguished; but it is believed that the exports of table-rice from the latter ports are unimportant.

2nd December 1874.

E. F. HARRISON.

PART III.

CONTINUATION OF THE SPECIAL NARRATIVES OF THE DROUGHT IN BENGAL AND BEHAR, 1873-74.

No. 22.

Twenty-second Special Narrative of the Drought, from the 10th to the 23rd July 1874.

The Lieutenant-Governor, Sir Richard Temple, writes from Hajee pore on the 21st July the following remarks for inclusion in the present narrative:—

“Since the preparation of the last narrative on the 9th July, there has not occurred any marked change in the general situation as therein described. My remarks, therefore, on the present occasion may be brief.

“During the fortnight under review the rains have continued to fall abundantly throughout the distressed districts north of the Ganges. In some parts the rainfall has been measured by as much as from 20 to 30 inches since May. There have been, in consequence, violent floods; swollen streams; inundations, with submergence of broad tracts of country; some devastation of cultivated fields; and deposits of sand over the young crops after subsidence of the water. Whether the injuries thus caused are sufficient to materially affect the promise of the autumnal harvest can hardly yet be known. The early occurrence of the floods this year causes anxiety for the safety of the *amun*, or winter rice recently sown, or springing up to a moderate height above the ground. The hope is, that if the tender plant can only rear its head above the water, then its inherent strength and vitality will cause its stem to grow as fast as the water rises, till the plant in its maturity attains an astonishing growth beneath the water. On the whole, though alarm is sometimes expressed for both the early and the later crops in some places, there is no ground as yet for any fear as regards the country generally; while there is, on the other hand, much ground for hopefulness.

“But in the south of Bengal, near Calcutta, the rain has been very scanty, especially in the 24-Pergunnahs, and in the districts of Midnapore, Hooghly, Burdwan, and Bankoorah. It is too early to express any apprehension, inasmuch as rain may yet come in time to bring the harvests forward. In Bankoorah and in Midnapore fear certainly has to some extent prevailed.

“In the last narrative the very satisfactory position of the autumn crops was explained; and from that a favorable anticipation was formed regarding the sowings of the winter crops. It was known, indeed, at that time that a great part of these sowings had been successfully made. I stated, however, that they seemed to be backward. This remark was intended to apply especially to the north-east corner of Tirhoot. The backwardness there had been officially reported some days previously, but further inquiry had shown that some progress had already been made even with these sowings. And subsequent reports up to the present date show this progress to have continued, until the sowings are now satisfactorily complete. If fear has been entertained by any one that the sowings there were retarded by the relief works, that fear would be dissipated by the actual state of this very crop, and by the reported fact that all able-bodied labor was transferred from the relief works to the fields. No doubt in that quarter, especially, the people clung to the relief works as long as they safely could. I believe, however, that this did not arise from idleness or from any improper motive, but because the drought of May rendered the soil unfit for operations till good rains should have fallen; and because they naturally wished to earn as much as they could against the months that must intervene between the closing of the works and the reaping of the first crops. It was expected that the people, having shown

so much promptitude and skill in respect to the other crops, would choose the right time to sow this crop too, and the event proves that they have so chosen.

"As to the conduct of the people of the districts during the crisis through which they have passed, or are yet passing, opinions will naturally vary much. Among so large a population, even though the conduct of the majority be good, there must inevitably be large exceptions, and many instances to the very contrary. I trust, however, that the apprehension that the *morale* and industrial energy of the people would suffer from State relief on a large scale, is finally and satisfactorily disposed of by the visible extent and condition of the cultivation of both the early and the later crops throughout the distressed districts.

"In most, but not in all, of the distressed districts the attendance at relief works is dwindling away, but in some districts is expected to increase again, as soon as employment in the fields shall become slack for a time. The list of recipients of gratuitous relief slowly increases; the advances to cultivators are going on, but are drawing nearer towards a conclusion; the sales of grain to the public are proceeding in the manner described in previous narratives. The inquiries which are made into the cases of cultivators needing advances show that in many places the zemindars generally, and the large zemindars especially, have given, or are giving, much assistance in this way to their tenantry.

"But distress has developed, and is still developing itself in several districts not heretofore counted as severely distressed by scarcity. I allude to the districts of Burdwan, Beerbhoom, Bankoora, and part of Moorshedabad. In Bankoora especially it has been found necessary to augment the supply of Government grain and to strengthen the relief staff. In these districts relief takes the form of charitable relief and of advances to ryots, but hardly at all of employment on works. The opinion gains ground that in Central Bengal, comprising the districts of Nuddea, Freedpore, Moorshedabad, and Hooghly, the stocks of private grain must be falling very low, and that the trade is ill supplied; and that any of the accidents which in some way or other befall the crops in every season, but which pass almost unheeded when the country is strong in resources, might this year cause trouble. As an example: Recently a flood of the Ganges devastated lands to the north of the well-known stations of Kooshtea and Goalundo (on the Eastern Bengal Railway); immediately the cultivators came to ask for grain—not to be given to them, but to be purchased by them, or to be advanced and to be repayable at next harvest.

"The order for selling grain to the public has been extended (under the same rules as those cited in my narrative of the 14th May) to the Sonthal Pergunnahs, to the districts of Manbhoom and Bankoora, and to part of Moorshedabad.

"Private grain trade by the navigable rivers is increasing, but not in any marked degree. The importation of grain by railway to the distressed districts for some days declined, but has begun to rise again.

"The relief works, especially the roads, being almost all closed, as already explained, in the very distressed districts, advantage is being taken of the recess to have the condition of all the new relief roads examined by the engineer officers and their professional establishments, with a view to each line of road being advanced hereafter, if not to a complete state, yet to a state that shall prove permanently useful to the traffic of the country. The total length of new roads operated upon and partially constructed, so far as the stage of earth-work by the relief laborers, is reported to amount to 3,100 miles in the districts of Chumparun, Tirhoot, Bhagulpore, Monghyr, Sonthalia, Purneah, Dinagepore, Rungpore, and Bogra; besides which there would be the mileage of the roads undertaken in the other distressed districts. Besides these, there are a number of tanks excavated in all parts of the distressed districts, regarding which a report will be made hereafter."

Weather and rainfall.—While throughout two-thirds of Bengal the continual and excessive rain and consequent floods have caused considerable anxiety as to the crops, throughout the other third the rain has proved barely sufficient; and unless a heavy fall comes within the next ten days, there will be great

danger of a scanty harvest in most of the districts of the Presidency and Burdwan divisions, and in Balasore and Manbhoom, belonging to those of Cuttack and Chota Nagpore. The bright weather which has prevailed during the last few days in Calcutta seems to have been universal; and this break has been of the greatest possible benefit to the autumn crops in Behar, Bhaugulpore, and Rajshahye, which were beginning to suffer from the incessant rainfall of the last month.

State of crops.—The crops are generally reported to promise well, but a considerable area has suffered from floods, especially in North Tirhoot, Chumparun, Purneah, Fureedpore, and Jessore. It seems, however, to have been generally ascertained that the damage has not been so great as it was at first feared. Throughout Tirhoot, Chumparun, and Purneah, indigo has suffered severely, and the outturn of the coming crop will consequently be very poor. On the other hand, the prospects of indigo in South Behar, Nuddea, and Midnapore are reported to be remarkably good.

Prices.—Prices have generally fallen throughout the fortnight. The only districts where there has been a rise are Burdwan, Darjeeling, Pooree, Purnea and Manbhoom, and in the two latter districts the rise has been insignificant. In Bankoora, Midnapore, the 24-Pergunnahs, Julpigoree, Gya, Chumparun, Balasore and Singhbloom, prices have been stationary, while in all other districts they have fallen, the fall being most conspicuous in Dinagepore and Sarun. In the former district, rice has fallen from 9 seers 12 chittacks to 11 seers, while in the latter rice has fallen from 12 seers 8 chittacks to 14 seers, and barley from 19 to 22 seers. In the districts of the Chota Nagpore division, with the exception of Manbhoom, prices have very nearly reached their ordinary level.

Private trade to Behar.—The usual note on the movement of food-grains is forwarded. The returns show a great diminution of the traffic both by rail and river. The former was naturally to be expected, and the latter may probably be accounted for to some extent by the flooded state of the rivers, which have prevented boats moving up-stream. But the chief cause is probably to be found in the general equalisation of prices, which prevents traders realising a profit by transporting grain from one part of the country to another.

North Tirhoot.—There has been an almost general exodus of the people in this district from relief work to field labor. The condition of the people continues good; and though some damage has been done to the crops, especially in Seetamurhee, by the floods, the break in the rains during last week will probably have allowed the water to subside, so that there will be little permanent damage done.

South Tirhoot.—A great improvement is reported from this district, and the prospects may be said to be excellent. Private trade is brisk, but not sufficiently active to supply all the requirements of the people; and sales of Government rice are still found to be necessary in the Sudder sub-division and in the town of Mozufferpore.

Chumparun.—The flood in the north of this district is said to have been the highest that has been known for the last 30 years; but the permanent damage inflicted by it appears to have been small, especially as the greater part of the area flooded was devoted to late rice crops.

Sarun.—Private trade is active in this district, and it has suffered little from floods, with the exception of a tract of about 30 square miles lying to the north of the embankment. The giving out of advances still occupies the greater part of the time of the relief officers.

South Behar.—The prospects of these districts continue to be everything that could be wished. The floods that were reported in the last narrative had subsided without doing any serious injury, and the present hot, bright weather is just what was wanted to bring on the crops.

Bhaugulpore Division.—With the exception of the damage done in the Gondwara pergunnah, in the west of Purneah, which has suffered much from the flooding of the Koosy, there has been little harm done by excessive rain or by floods in this division. The condition of the people is generally improving, and the prospects are excellent.

Bajshahye Division.—All the reports from the districts of this division are unanimous in stating that the prospects of the coming crops are all that could be desired, while the floods which have caused losses elsewhere have been less destructive in these districts than in the rest of the country. In Bogra and Rungpore the early rice is being cut, and the yield has proved, as was anticipated, unusually large. In the latter district the pressure of distress seems to have been greatly diminished. This result must be in a great degree attributed to the good conduct of the zemindars, who appear to have given exceptionally large advances to their ryots. In the other districts equally good crops are looked for, and only in the west of Moorshedabad is there any unfavorable symptom reported, and there more rain is said to be wanted.

Cooch Behar.—Here, as in the adjoining districts of the Rajshahye Division, the prospects are daily brightening, and an unusually large crop of food-grains is looked for. Jute, however, appears in some cases to have suffered from excessive rain.

Burdwan Division.—Full information as to the state of the districts of this division will be found in that portion of the narrative written by the Lieutenant-Governor. In none of the districts, except in Beerbhoom, has the weather been such as to relieve the minds of the people of anxiety for the future, and hence probably the great increase of distress in this part of the country.

Chota Nagpore Division.—Distress continues to be confined to the Manbhoom district of this division ; but should there be a seasonable fall of rain in the next ten days, it is probable that the pressure will be very shortly entirely relieved. In this district, as well as those of Lohardugga and Singbhoom, anxiety for the future has been caused by the absence of rain, which has fallen in large quantities nowhere in these districts except in Palamow.

Relief works.—The following return shows the numbers on relief works during the fortnight under report as compared with that preceding it :—

			Last fortnight.	This fortnight.
Patna Division	...	...	597,962	376,560
Gunduk Embankment	...	.	19,848	11,052
Soane Canal	...	...	26,352	28,530
Bhagulpore Division	...	...	76,724	58,647
Rajshahye Division	.	...	107,633	103,356
Northern Bengal Railway			13,374	8,578
Chota Nagpore and Burdwan Divisions			51,370	49,561
Cooch Behar	...	...	4,157	2,478
			—	—
		TOTAL	897,320	638,762
			—	—

These returns continue to show a large decrease in the number of laborers, which will now probably remain nearly stationary for some time to come, though, as relief works have been only gradually closed during the last fortnight, the next returns will probably show a still further diminution. All work is now paid for in grain ; so that the heavy demands upon the treasuries which these works entailed during the first six months of the year have now almost entirely ceased.

The following table shows the numbers employed in each district, with details as far as they are available of those employed on piece-work and daily wages :—

DIVISIONS.	Names of districts.	Laborers under Public Works Department.	Laborers under Circle officers.	Total laborers.	Task or piece-work.	Daily wages.
PATNA	Tirhoot, North ...	32,897	52,911	85,808	58,790	27,018
	Tirhoot, South ...	...	100,112	100,112	9,105	Details imperfect.
	Chumparun ...	32,126	...	32,126	No details.	...
	Sarun (including Hutwa) ...	148,693	5,689	154,382	Ditto.	...
	Patna ...	Nil	Nil	Nil	...	...
	Gya ...	Nil	989	989	568	421
	Shahabad ...	2,845	298	3,143	2,768	375
	Total ...	216,561	159,999	376,560	...	...
	Gunduk Embankment ...	11,052	...	11,052	11,052	...
	Soane Canal ...	28,530	.	28,530	28,530	...
	Total ..	39,582	...	39,582	...	...
	TOTAL FOR PATNA DIVISION	256,143	159,999	416,142	..	...
BHAGULPORE	Monghyr ...	2,618	...	2,618	No details.	...
	Bhagulpore ...	No figures.	9,787	9,787	Ditto.	...
	Purneah ...	9,492	20,845	30,337	Ditto.	...
	Sonthal Pergunnahs ..	2,666	13,239	15,905	Details imperfect.	...
	Total ...	14,776	43,861	58,647	...	...
RAJSHAHYE	Maldah ...	1,220	2,908	4,128	No details.	...
	Dinapore ...	24,838	11,592	36,430	6,189	26,184
					Details imperfect.	...
	Rungpore ...	438	13,280	13,718	Details imperfect.	...
	Bogra ...	21,357	...	21,357	No details.	...
	Moorshedabad ...	5,672	...	5,672	Ditto.	...
	Rajshahye ...	6,395	14,465	20,860	Ditto.	...
	Pubna ...	1,191	.	1,191	Ditto.	...
	Total ...	61,111	42,245	103,356	...	...
	Northern Bengal Railway	8,578	...	8,578	8,578	...
CHOTA NAGPORE	Manbhoom ...	6,382	3,243	9,625	6,426	3,199
	Palamow ...	1,067	...	1,067	No details.	...
	Hazareebagh ...	7,601	...	7,601	...	...
	Total ...	15,050	3,243	18,293	...	...
BURDWAN	Hooghly ...	3,555	...	3,555	No details.	...
	Beerbhoom ...	8,683	1,464	10,147	9,245	902
	Bankoora ...	4,303	5,552	9,855	No details.	...
	Burdwan ...	7,711	...	7,711	Ditto.	...
	Total ...	24,252	7,016	31,268	...	...
COOCH BEHAR	Julpigoree ...	2,478	...	2,478	...	No details.
	GRAND TOTALS	382,388	256,374	638,762	...	..

Gunduk Embankment and Canal.—But little work has been done during the fortnight, owing to the constant rain and almost total cessation of any demand for labor.

Soane Canal.—Work has been much hindered by the heavy rains at the beginning of the fortnight. About 37 lakhs of cubic feet of earthwork have been completed in the Buxar division during the period under report.

Northern Bengal Railway.—The amount of earth-work up to date is 67,348,000 cubic feet, equal to 141 miles of 4-feet bank, with a top width of 15 feet. During the fortnight about 36 lakhs of cubic feet were thrown up, and 101 miles of feeder roads have been made up to date.

Charitable relief.—The following return shows the numbers in the receipt of charitable relief during the present fortnight, as compared with that reviewed in the preceding narrative:—

DIVISIONS.	Names of districts.	Number of centres.	NUMBER ON CHARITABLE RELIEF	
			This fortnight.	Last fortnight.
PATNA	Tirhoot, North	681	197,536	187,106
	Tirhoot, South	50	27,592	21,568
	Chumparun (a)	18	18,162	13,552
	Saun	none	32,000	26,955
	Patna	12	none	none
	Gya	15	1,760	1,551
	Shahabad ... ..	...	3,193	2,266
	Total	776	280,243	252,998
BHAGULPORE	Monghyr	16	2,242	1,984
	Bhagulpoie	15	46,172	43,953
	Purneah	55	15,092	5,386
	Sonthal Pergunnahs ... ..	...	246	none
	Total	86	63,752	51,323
RAJSHAHYE	Maldah	33	11,411	12,730
	Dinagepore	447	80,096	54,693
	Rungpore	33	19,518	27,720
	Bogra	30	22,373	19,092
	Moorsshedabad	24	13,853	9,815
	Rajshahye	19	18,181	7,452
	Pubna ... ..	...	734	1,400
	Total	586	166,166	132,902
CHOTA NAGPORE	Manbhoom ... ..	...	20,065	11,226
	Palanow ... ..	...	337	none
	Total ... ..	...	20,402	11,226
BURDWAN	Hooghly ... ..	...	5,061	3,923
	Beeilbroom ... ..	...	18,690	18,014
	Bankoora ... ..	...	31,347	28,635
	Burdwan ... ..	...	56,746	26,599
GOUGH BHAIR	Julpigoree ... ..	...	1,117	none
	Total ... ..	...	111,844	77,171
	GRAND TOTAL	1,448	643,524	525,620

(a) Incomplete.

The returns still continue to show an increase in numbers in almost all districts, Rungpore and Maldah being the only districts in which a decrease is shown. In the Burdwan division the increase is especially conspicuous. It has been found necessary to increase the staff at the disposal of the Collectors of Bankoora and Burdwan, which are the two worst districts.

No. 23.

Twenty-third Special Narrative of the Drought from the 24th July to the 6th August 1874.

The Lieutenant-Governor (Sir Richard Temple) writes from Dacca on the 3rd August the following remarks to be included in this narrative:—

“I have not yet received sufficiently recent information to enable me to test effectually the estimate of the dimensions of the distress and the total consumption of Government grain by the end of August, as put forward in my narrative of the 7th July; but there is reason to believe that the expenditure to the third week in August will equal the amount estimated in that narrative, namely, 235,000 tons. It will be seen on reference to that estimate that the actual expenditure to the third week in June amounted to 115,000 tons, and that the estimated expenditure from the third week of June to the third week of August, amounted to 120,000 tons, or at the rate of 6,0000 tons a month for

the two months. Now the actual expenditure to the third week in July is found to amount to 176,839 tons; thus—

				Tons.
Patna Division	...	...	...	87,921
Bhagulpore Division	...	...	...	35,455
Rajshahye Division	...	...	...	43,879
Northern Bengal Railway	...	...	...	788
Chota Nawpore Division	...	...	...	6,538
Burdwan Division	...	...	...	1,896
Cooch Behar Division	..	...	...	362
TOTAL				176,839

The difference then between 115,000 and 187,000 tons, namely, 72,000 tons, shows the expenditure for the first of the two monthly periods, or more than the anticipated rate of 60,000 tons. If this rate of expenditure should continue during August, the estimate of the 7th July may be somewhat exceeded. Some circumstances have occurred since July to improve the general case as made out on the 7th July, namely, the early cessation of distress in parts of Rungpore, Bogra, and Maldah, and the disappearance of distress in most parts of Shahabad and Gya. On the other hand, things have happened to make the case slightly worse. Recent reports received by telegraph from North Tirhoot speak of the frontier store-houses being much depleted by reason of the recourse of large numbers of Nepalese to the Government grain stores. In some districts there are more persons (not able-bodied men, but women and children,) on relief works than were expected. The numbers on gratuitous or charitable relief have risen. In two important districts—Sarun and Manbhoom—and in some districts less important as regards distress—Burdwan, Bankoora, Rajshahye, and parts of Moorshedabad—affairs have had an unfavorable tendency. The rainy season, though almost perilously delayed in South Bengal, capricious in Central Bengal, and in North Behar threatening at one time from excess of water, has turned out well throughout Northern and Eastern Bengal; and in those parts where rain was most wanted, it has recently fallen. Thus on the whole the early (aous) rice crop is nearly secure, and the Indian-corn is already being cut.

“Thus there is still reason to hope that we shall have at the end of August a balance of something near 165,000 tons, as set forth on the 7th July. This quantity would be gross without allowing for wastage, and would be of course exclusive of the reserve with the Government of India at Calcutta. Of late, however, we have been obliged to draw on the Calcutta reserve for supplies to the southern districts, the Burdwan division, and other places. On the whole, the balance of grain in hand by the beginning of September in Calcutta and in the districts, though we hope quite enough, may not be more than enough for safety. Instructions to all relief officers have been reiterated to persevere in carefulness in administering relief in grain,—on the one hand, distributing the grain fully to the distressed classes according to the rules and giving the people the benefit of the intentions of Government, yet on the other hand husbanding their supplies and striving to maintain some considerable surplus stocks against unforeseen necessity.

“Apprehensions similar to those adverted to in the narrative of the 14th May seem again to have arisen in respect to the policy of Government respecting the sale of its grain to the public, and especially doubts as to whether the principles set forth in that narrative have been adhered to. Certainly it is our intention that they should be so adhered to, and I trust that they will not be found to have been departed from in any district.

“It is true that the natives have often asked for some cheapening of the price of Government grain in places where it is now being sold; that native merchants have repeatedly suggested the sale of such grain in places where it is not being sold; that this course has occasionally been advocated by non-official European gentlemen of much local weight; that in some instances district officers have advocated the stimulating of sales by the lowering of prices below the rates fixed by Government; that some well-informed Europeans and many natives of proved loyalty and humanity still think it a flaw in the

administration of relief that the Government granaries were not opened freely enough to the public : but these requests have not been acceded to, nor have these views prevailed with the Government. It was felt on consideration that, be the merits of any such proposal what they might, certain rules and interpretations of rules had been declared on the 14th May, and that no reasonable effort should be spared to secure adherence thereto.

"On the 14th May certain places were specified as those in which these sales were going on. Since that date they have been authorized in Manbhoom, the Sonthal country, parts of Maldah and of Moorshedabad, and parts of Bankoora, these places being in addition to the places then mentioned ; and the extension of the measure to any fresh place has generally been notified in a succeeding narrative. The extension was ordered in every instance by reason of the apprehension of a serious deficiency of grain which the trade was unable to supply, and was not therefore any departure from the rule as announced.

"Again on the 14th May the cheapest (retail) price of the grain was announced at 12 seers for the rupee. The basis of the decision was declared to be (in the words of the rule) the price at the nearest large mart accessible by rail or river, plus such addition as might be thought proper. In May the price was fixed by this standard, and continued so till the end of June. By the beginning of July, however, the prices of grain at the nearest large marts accessible by rail or river fell by about 15 per cent. towards the west, and about 20 per cent. towards the east. According to the rule then the people of the distressed districts, where sales of Government grain were going on, became entitled to some reduction in the price : therefore the retail price was fixed on the 4th July at 13 seers for the rupee in Behar, and 14 seers in the Rajshahye division. This was announced in the narrative of the 7th July, that is, on the first opportunity. This, it is to be observed, was the retail price. For the wholesale price the local officers were authorized to make such allowance as might be fair in favor of the wholesale dealer within certain limits : that is to say, where the retail price was 13 seers, the wholesale price might be 14 to 15 seers ; where the retail price was 14 seers, the wholesale price might be 15 to 16 seers. This wholesale price is adjusted by the local officer according to the distance which the grain has to be carried and the difficulty of the transit. In some parts of Rungpore, as adverted to in the narrative of the 14th May, it was arranged that the traders should carry the grain for considerable distances, thereby saving the cost of Government carriage. In such cases a larger allowance than that above stated had to be made. Since the commencement of the rains the same principle has been to some extent followed in North Behar. The result is that the traders in some cases bear the cost of distribution from a large depôt to village granaries, an allowance being made to them in the wholesale price.

"In all cases of wholesale transactions the trader is practically compelled to sell at the same retail price as that observed in the Government sales, by the fact that at all Government granaries retail sales to the public are allowed ; and if the wholesale dealer tried to sell dearer, he would lose his customers.

"The prices above stated are for husked rice (that is, rice from which the husks have been cleared away). If rice is sold partly husked, the remainder being still in husk, which is often called 'cargo' rice, then an allowance in the price is made for that : for example, if 13 seers be the price for husked rice, the price for the same rice if sold as 'cargo' rice would be 15 seers, and so on.

"I particularize these points briefly because partial or incomplete information regarding the wholesale prices or the cargo prices might convey an erroneous idea that the prices of Government rice have been altered more than they really have been. The fundamental rate in this case is the retail price. By that standard the 'wholesale' and the 'cargo' prices are strictly and precisely regulated, and by no other. And it may be repeated that the sales are governed by the rules as sanctioned by the Government of India as already notified, and by no other.

"The Collectors of Rungpore and Bogra did recommend further modifications of the prices, but their proposals were negatived. The Collector of Bogra in particular advised that in his district the Government price should be

lowered, because the market prices were fast becoming cheaper. He apparently considered that his people were entitled to this benefit, and that just regard to their welfare should prompt him to stimulate as much as possible the sale of Government grain until all his stocks were exhausted. But it was immediately pointed out to him that the cheapening of the market could only have arisen from private importations; that the people could well subsist on the grain thus imported; that it was not the duty of Government to find additional supplies for them, or to promote sales for any purpose save the relief of necessity; that the fixed price of Government grain would not be lowered; that if this caused the sales to cease, the result would be well; that if surplus stocks remained, the result also would be well, for the grain might be wanted elsewhere; but that surplus or no surplus, the rules and the price as notified must not be departed from.

"The case of Rungpore and Bogra is an example of the fact that traders are not deterred by Government sales from importing grain. These two districts are well situated for water carriage early in the rains. Immediately on the rising of rivers and setting in of the southerly wind, supplies were thrown in by trade to every mart accessible by water. In such places scarcity ceased quite suddenly, while it continued in places which, though comparatively near, could not be approached by water. In North Behar the access by water is not so speedy; but there also trade will, it is hoped, send supplies, and it is partly for this reason that we look for much diminution of sales from the end of August. In Behar, however, the large supplies brought in by trade (as stated in former narratives) have hardly, as yet, reached the most distressed parts, being virtually intercepted by the semi-distressed parts which are nearer at hand, and which are better able to buy. We trust, however, that the gradual percolation of supply may touch ultimately the most distressed localities.

"Regarding advances to cultivators, there is not at present anything to be added to what has been stated in former narratives save this, that inquiry on the spot has satisfied us that in the Sarun district these advances (which are larger there than anywhere else) are the means of preventing not only emaciation, but considerable mortality among the lower section of the cultivating class. It is apparent in many districts that these people have exhausted, or nearly exhausted, their slender stock of food, and have difficulty in tiding over even the short interval that must be passed before the new harvest begins to come in.

"Notwithstanding that in the most distressed districts all able-bodied laborers have been transferred from the relief works to the fields, it is a matter for disappointment that the total number on these works in all the districts has continued so large. In the northern, and most distressed districts, the women and children have in large numbers remained on the works, and their condition is such that the relief officers fear to send them away. The wages, however, have been lowered to the lowest rate for bare existence; so that there shall be no inducement to resort to the works if other employment could be got. In West Tirhoot, indeed, the case of these women and children seemed to the Collector to be such that he recommended some increase to the pittance; but on consideration this was not sanctioned. We apprehend that possibly some women may be on the works whose male relatives are earning adequate wages elsewhere, though the relief officers seem confident that such is not the case as a rule. Still a special warning has been addressed to the relief circles to guard against any abuse of this sort. In the southern and less distressed districts our officers still consider it necessary to admit many able-bodied men to the works who would work in the fields if they could get wages. But though the cultivation is as large as ever, the cultivators cannot afford to employ field labor, and therefore do all the work with their own hands, and so get on somehow. The advances to them of grain alleviate this difficulty and afford them the means of giving wages in kind, and so drawing away people from the relief works.

"Again, the very high number on gratuitous and charitable relief—in the aggregate exceeding our expectation—is a matter for disappointment. One cause is the admission of so many persons who from caste or other reasons (as explained in former narratives) cannot work and are yet brought to sore straits. The continuance of high prices, despite the rains and the approach of the first

harvest, has aggravated this difficulty. When the number rises rapidly in any relief circle, there is of course fear of imposture or of over-liberality. But wherever this occurs, the Collector, or other superior relief officer, checks it. There have been repeated instances of the exercise of such check; still by way of precaution a general warning has been addressed to relief officers to guard against imposture. There is probably less ground for this apprehension in Behar, where the people had no previous experience of general relief, than in districts like Burdwan, where relief from causes other than scarcity has previously been established, and where imposture, if not guarded against, would be largely practised.

"I am not yet able to state the average number of persons receiving assistance during July and August, as compared with the number given in the narrative of 7th July, for the worst period in June. But though the number may perhaps prove higher than the anticipation, yet on the whole the distress probably will be kept within bounds until the middle of September, when the falling or the failing of the autumnal rains will decide the fate of the winter rice crop (amun,) the cessation or the continuance of the scarcity, and the relaxation or the maintenance of the relief operations.

Weather and rainfall.—The weather throughout North-East and South-East Bengal and the whole of Behar has been everything that could be desired; but in Burdwan, Hooghly, a small part of Midnapore, Manbhoom, Bankoora, parts of Beerbhoom, Moorshedabad, Rajshahye, Nuddea, Jessore and Mymensingh, rain is said to be urgently required."

Prospects of crops.—The crops throughout Behar, North-East and South-East Bengal, Orissa, and the greater part of Chota Nagpore, are said to promise exceedingly well. Throughout the rest of the country it appears that, in parts, the yield of the autumn crops will be small, but there is no reason to apprehend much less than an average yield on the whole even in the worst districts; while there can be little doubt that the yield throughout the greater part of the country will be unusually large.

Prices.—Prices have to a great extent followed the weather. Where the weather has been favorable, they have fallen; where it has been unfavorable, they have risen. There are some exceptions to this rule, but generally it holds good, as it might be expected to do. Prices have fallen slightly in Burdwan and Moorshedabad; more considerably in Howrah, 24-Pergunnahs, Dinapore, Maldah, Julpigorec, Backergunge, Sylhet, Chittagong and Tipperah; while in Bogra the fall has been especially great, rice having gone down during the fortnight from 13 seers 8 chittacks to 16 seers 8 chittacks for the rupee. Prices have risen in Bankoora, Beerbhoom, Midnapore, Hooghly, Nuddeah, Jessore, Rajshahye and Fureedpore, and have remained stationary in Rungpore, Pubna, and Moorshedabad. In Behar, prices have fallen in Patna, Chumparun, Purneah and Monghyr. The fall in the last district has been especially great, rice having fallen from 12 seers 1 chittack to 13 seers 6 chittacks, while barley continues to become cheaper. The markets remain nearly stationary in Tirhoot and Sarun; in both these districts rice has fallen slightly, while barley has risen, though in Sarun the latter grain is very cheap. There has been a slight rise of prices in Shahabad and Bhagulpore, while they have remained stationary in Gya and the Sonthal Pergunnahs. In Chota Nagpore prices have risen in every district except Hazareebagh, but they still remain low everywhere except in Manbhoom, where rice is selling at 13 seers for the rupee. In Orissa prices are stationary and low in spite of the large quantities of grain which still continue to be exported.

Private trade.—The usual note on the movements of food-grains is enclosed. The returns show an increase of 3,348 tons imported by private traders into Behar as compared with last fortnight. This increase was probably due to the anxiety of traders to take the utmost advantage they could of the half-rates of freight after the receipt of the notification that this concession would be withdrawn by the Government of India from the 1st August. The river traffic shows a considerable decrease; but the district narratives show that the internal trade shows signs of recovering, as the Collector of Rungpore reports that exports of the new rice from his district have begun, and the prospects of the autumn rice throughout North-Eastern Bengal are sufficiently good to warrant the expectation that several districts will have surplus stores to dispose of to those where distress still continues.

Tirhoot.—There is little calling for remark in this district. Supplies are still short in Mozufferpore, and sales of Government rice are still necessary in the town; but the prospects of the crop are everywhere excellent, except in certain limited tracts, chiefly in the Mudhoobunnee and Durbhunga subdivisions, where considerable damage has been caused by floods.

Chumparun.—The remarks made with regard to Tirhoot apply equally well to this district. Distress is rapidly decreasing, as is shown by the reduction in the demand for labor on the canal works.

Sarun.—The giving of advances still forms the principal part of the work performed by relief officers.

South Behar.—Here all distress may be said to have ceased for the present, except in a few places, where it is by no means severe.

Bhagulpore Division.—The floods in Purneah, which were considered at one time likely to have caused much distress in that district, have subsided without doing much damage. From all parts of the division the reports as to future prospects are most cheering, except from Monghyr, where the Collector thinks the yield of the autumn crops will not be so good as was expected owing to the long-continued rain, which hindered weeding.

Rajshahye Division.—Except in Moorshedabad and Rajshahye, where distress has somewhat increased, chiefly owing to a deficiency of rain, the prospects of the districts of this division continue to improve steadily. Distress is rapidly disappearing in Bogra, Rungpore, and Maldah; and in Dinagepore the Collector hopes that, from the time the autumn crops are reaped, distress will rapidly diminish, provided the prospects of the winter crop continue good: but he remarks that the Relief Commissioner does not take quite so sanguine a view of the case as he does.

Burdwan Division.—Distress continues to increase throughout this division, the chief cause probably being that in none of the distressed districts can the prospects of the coming crop be considered to be good, and hence the mahajuns refuse the usual aid to the poorer ryots, who are thus driven to seek relief from Government. The low state of health to which a large proportion of the population have been reduced by the fever prevailing for the past few years in most districts probably leads numbers of people to seek relief from charity rather than try to help themselves; and the result of these converging causes has been that the demands for Government assistance have been much greater than was anticipated, and have increased to such an extent that the local authorities have found it very difficult to exercise the supervision necessary to detect imposture and eliminate applicants not deserving of relief. The staff has been strengthened in Bankoora and Burdwan, the two worst districts; and it is hoped that from henceforth, if all goes well, the numbers in receipt of charitable relief will diminish.

Chota Nagpore.—Considerable apprehensions were at one time entertained as to the crops in Lohardugga, Singbhoom, and Manbhoom, but these have been quite set at rest in the two former districts by the recent rain. In Manbhoom the rainfall has not been so copious, and though there was no immediate fear on account of the autumn crops, yet there was still much rain wanted for the later rice crops.

Relief works.—The following statement shows the numbers on relief works during the fortnight under report as compared with that preceding it:—

		Last fortnight.	This fortnight.
Patna Division	...	376,560	265,552
Gunduk Embankment	...	11,052	2,869
Soane Canal	.	28,530	28,455
Bhagulpore Division	...	58,647	48,349
Rajshahye Division	..	103,356	66,364
Northern Bengal Railway	...	8,578	5,795
Burdwan and Chota Nagpore	...	49,561	33,732
Cooch Behar	...	2,478	2,370
		<hr/>	<hr/>
TOTAL	...	639,762	453,486
		<hr/>	<hr/>

The following table shows the numbers employed in each district, with details as far as they are available of those employed on piece or task-work and daily wages respectively :—

DIVISIONS	Names of Districts.	Laborers under Public Works Department.	Laborers under Circle officers.	Total laborers.	Task or piece-work.	Daily wages.
PATNA	Tirhoot, North ...	20,020	24,557	44,577	26,887	17,690
	Tirhoot, South ...	none.	84,229	84,229	10,855	3,873
	Chumparan ...	993	5,825	6,818	Details incomplete.	
	Sarun ...	121,507	3,205	124,712	No details.	
	Patna ...	Nil	Nil	Nil	Ditto.	
	Gya ...	Nil	1,066	1,066	351	715
	Shahabad ...	3,603	547	4,150	4,044	106
	Total ...	146,123	119,429	265,552	.....	.....
	Gunduk Embankment ..	2,869	Nil	2,869	2,869	.....
	Soane Canal ...	28,455	Nil	28,455	28,455	.....
	Total ...	31,324	.....	31,324	.....	.....
	Total for Patna Division ...	177,447	119,429	295,876	.. ...	.....
BHAGULPORE	Monghyr ...	2,607	.....	2,607	2,554	53
	Bhagulpore ...	Nil	6,491	6,491	No details.	
	Purneah ...	2,765	24,679	27,444	Ditto.	
	Sonthal Pergunnahs ...	2,975	8,832	11,807	Ditto.	
	Total ...	8,347	40,002	48,349	.....	.....
RAJSHAHYE	Maldah ...	1,089	1,954	3,043	No details.	
	Dinagpore ...	653	6,144	6,797	1,164	5,633
	Rungpore ...	239	6,753	6,992	244	6,748
	Bogra ...	.....	9,309	9,309	No details.	
	Mourshedabad ...	3,800	Nil	3,800	3,800	.....
	Rajshahye ..	9,348	26,460	35,808	No details.	
	Pubna ...	615	Nil	615	Ditto.	
	Total ...	15,744	50,620	66,364	.....	.....
	Northern Bengal Railway...	5,795	Nil	5,795	5,795	.....
CHOTA NAGPORE.	Manbhoom ...	5,285	3,227	8,512	5,699	2,813
	Palamow ...	653	Nil	653	No details.	
	Hazareebagh (a) ...	7,601	Nil	7,601	Ditto.	
	Total ...	13,539	3,227	16,766	.....	.....
BURDWAN	Hooghly ...	2,851	Nil	2,851	2,851	.....
	Beerbhoom ...	5,322	1,440	6,762	5,322	Details im-
	Bankoora ...	4,019	Nil	4,019	No details.	
	Burdwan ...	3,334	Nil	3,334	3,334	perfect.
	Total ...	15,526	1,440	16,966	.....	.....
COOCH BEHAR	Julpigoree	2,370	Nil	2,370	.....	No details.
	GRAND TOTAL	238,768	214,718	453,486	.....	.....

(a) Last fortnight's figures.

A comparison of the above figures with those given in the 22nd narrative shows that the decrease is universal except in Rajshahye, where there has been a considerable influx of laborers to relief works during the fortnight. In many districts the numbers employed are expected to increase somewhat after the weeding of the crops has been finished, and in the more important works an increase in the number of laborers will be most welcome.

Two minutes by Sir Richard Temple are forwarded detailing the measures it is proposed to take for making the relief works permanently useful.

Gunduk Embankment and High Level Canal.—The work on the lower embankment has been almost entirely brought to an end during the fortnight; and there is nothing but dressing and turfing to be done. On the higher embankment 682,539 cubic feet of earthwork were completed, and 2,602,569 square feet of dressing and turfing; 1,549,964 cubic feet of earthwork were finished on the High Level Canal, six miles of the bed being in progress; 26 miles of the temporary road have been made.

Soane Canal.—About 42 lakhs of cubic feet of earthwork have been excavated during the fortnight, but more labor is wanted, and is expected as soon as the demand for field labor decreases.

Northern Bengal Railway.—The total amount of earthwork completed up to date is 69,614,000 feet, equal to 143 miles of 4 feet bank, with a top width of 15 feet. During the fortnight over 22½ lakhs of cubic feet were thrown up; 102 miles of feeder roads have been made.

Charitable relief.—The following table shows the numbers in the receipt of charitable relief in each district as compared with those of the previous fortnight:—

DIVISIONS.	Names of Districts.	Number of centres.	NUMBER ON CHARITABLE RELIEF.	
			This fortnight.	Last fortnight.
PATNA	Tirhoot, North	681	204,938	197,536
	Tirhoot, South		31,687	27,592
	Chumparum		32,428	18,162
	Sarun	50	44,837	32,000
	Patna	18	none.	none.
	Gya	none.	1,866	1,760
	Shahabad	12	3,202	3,193
	Total	15	318,458	280,243
BHAGULPORE	Monghyr	16	2,656	2,242
	Bhagulpore	15	46,172(b)	46,172
	Purneah	55	25,293	15,092
	Sonthal Pergunnahs	.....	3,203	246
	Total	86	77,324	63,752
RAJSHAHYE	Maldah	33	10,698	11,411
	Dinagapore	447	95,139	80,096
	Rungpore	33	9,480	19,518
	Bogra	30	40,212(a)	22,373
	Moorshedabad	24	18,465	13,853
	Rajshahye	19	26,408	18,181
	Pubna	.....	5,222	734
	Total	586	205,574	166,166
CHOTA NAGPORE	Manbhoom	.....	16,214	20,065
	Palamow	.....	369	337
	Total	.....	16,583	20,402
BURDWAN	Hooghly	.....	8,194	5,061
	Beerbhoom	.....	23,075	18,690
	Bankoora	.....	38,716	31,347
	Burdwan	.....	61,332	56,746
	Total	.....	131,317	111,844
COOCH BEHAR	Julpigoree	.....	717	1,117
	GRAND TOTAL	1,448	749,978	643,524
	Increase	.....	106,449	

(a) Includes laborers turned off the works with a supply of grain.

(b) Last fortnight's figures. None received for this fortnight.

From the above statement it will be seen that the only districts where the numbers have decreased are Maldah, Rungpore, Julpigoree and Manbhoom. Bogra will probably show a large decrease during next fortnight, as a considerable number of those entered as receiving charitable relief were laborers turned off relief works with a supply of grain for their subsistence till they can get work.

The total numbers independently of the recipients of advances and of the buyers of Government grain receiving aid on relief works and from charitable relief recorded above, amount to 1,203,459 persons, showing a diminution in the numbers of 972,176 persons as compared with the maximum number of 2,175,635 persons recorded as working on relief works and receiving charity in the 20th narrative.

No. 24.

Twenty-fourth Special Narrative of the Drought, from the 7th to the 20th August 1874.

Weather and Rainfall.—The general cry throughout the country is for more rain, except in Cuttack, the greater part of the Chota Nagpore division, and

South Behar. But the parts of the country where actual damage to the crops has been caused by the drought are limited in area; the worst tracts being that at the junction of the Moorshedabad, Beerbhoom, and Burdwan districts and parts of South Tirhoot. The districts where rain is most urgently required are Tirhoot, Rajshahye, and Moorshedabad, and those of the Burdwan and Presidency divisions.

Prospects of Crops.—The prospects of the autumn crops are, on the whole, good. It is generally admitted that there will be more than an average autumn crop in the great majority of districts, and in hardly any part of the country except the few tracts where it has been submerged by floods, will it be much below the average. The tracts injured by floods have been for the most part low-lying lands, where crops are sown on the chance of a harvest, but where the cultivators' hopes are more often disappointed than not.

Prices.—Prices, as a rule, continue stationary, except in North-East and East Bengal and the Bhagulpore division, where they are generally lower than they were last fortnight. The fall of prices has been especially conspicuous in the Rungpore and Pubna districts, where it has fallen from 13 seers to 20-13 in the former district, and from 12-12 to 16-12 in the latter. The districts where prices have risen are Beerbhoom, Bankoora, Nuddea, Moorshedabad, Sylhet, Noakhally, Tipperah, Tirhoot, Sarun, Pooree, and Hazareebagh; but the rise in almost all these districts has been insignificant. The highest rise in the distressed districts has been in Burdwan, where the prices have risen from 12-12 to 11-4 seers for the rupee.

Private Trade.—The usual note on the movements of food-grains is forwarded. The returns show a total increase in the up and down traffic on the railway of 4,514 tons. The down trade appears to be still brisk, but the up traffic is falling off very considerably. The river traffic appears to be nearly stationary.

Tirhoot.—The deficiency of rain, especially towards the south of the district, has caused considerable anxiety during the fortnight. Towards the north of the district prospects are generally reported to be good; but in the south and even as far north as the southern part of Mudhoobunnee, the outturn of the bhadoi crop will be less than was expected, while the late rice crop will seriously suffer if heavy rain does not fall shortly.

Chumparun.—The prospects in this district are similar, but somewhat better than those in Tirhoot. There does not appear to be the same anxiety felt about the southern sub-divisions as in Tirhoot.

Sarun.—The prospects of the bhadoi are generally exceedingly fine. Rain has been very unequally distributed throughout the district; some parts having had an ample rainfall, while others have not had enough for their requirements. Some of the crops in the south-east of the district have been destroyed by floods.

South Behar.—The prospects of crops in these districts continue to be magnificent, and there is very little distress.

Bhagulpore Division.—The reports from all the districts of this division continue to be exceedingly satisfactory. In parts of Monghyr and the Sonthal Pergunnahs, fears are expressed that the bhadoi crop will not be so good as was expected; but even with regard to these tracts there seems to be a difference of opinion: and on the whole it cannot be said to be probable that the deficiency will be great in the small area alluded to, while the crop generally will be far above the average.

Rajshahye Division.—With the exception of Rajshahye and Moorshedabad, the prospects of the crops are most excellent, and distress is decreasing; but in parts of the two districts named, there has been a deficiency of rain, though in the worst portion of the latter district rain had fallen on the date the Collector wrote his narrative.

Burdwan Division.—In Hooghly there has been a want of rain generally, but not sufficient to cause serious anxiety; and on the whole the prospects of the division, though not nearly so good as those in most other parts of the country, may be said to have improved during the fortnight, with the exception of a small tract to the east of Beerbhoom, bordering on Moorshedabad, where there is great want of rain.

Chota Nagpore.—The only district from whence reports have been received is Manbhoom, and there prospects have decidedly improved. In the other districts distress has almost ceased to exist.

Relief Works.—The following statement shows the numbers on relief works during the fortnight as compared with that preceding it :—

	Last Fortnight.	This Fortnight.
Patna division ...	265,552	237,005
Gunduk embankment ..	2,869	10,868
Soane canal ..	28,455	26,874
Bhagulpore division ..	48,349	54,252
Rajshahye division ...	66,364	57,296
Northern Bengal Railway ...	5,795	5,537
Chota Nagpore and Burdwan divisions ...	38,732	32,536
Cooch Behar division ...	2,370	2,370
TOTAL	458,486	426,738

Though the total numbers show a decrease, yet in some districts, owing to the cessation of the demand for field labor, the numbers on the works have increased; and possibly in some districts, where the bhadoi crop is not very good, there will be still further increase during next fortnight. The increase in the Bhagulpore division is more nominal than real, as no returns were received during the last fortnight from Bhagulpore. If the numbers employed in that district had been stated correctly in the last narrative, the total for the division would have been 54,572, or somewhat more than that shown during the present fortnight.

The following tabular statement shows the numbers employed in each district, with details, as far as they are available, of those employed on task and piece-work respectively :—

DIVISIONS.	Names of Districts.	Labourers under Public Works Department.	Labourers under Circle Officers.	Total labourers.	Task or piece-work.	Daily wages.
PATNA	Tirhoot, North ..	13,828	26,367	40,190	15,197	24,993
	Tirhoot, South ...	None	90,507	90,507	No details.	No details.
	Chumpaiun ..	1,934	7,077	9,011	Ditto.	Ditto.
	Saun ...	89,765	2,616	92,381	(b) 12,308	(b) 61,898
	Patna ...	None.	None.	None.	..	..
	Gya ...	None.	1,215	1,215	181	1,034
	Shahabad ...	3,408	283	3,701	3,660	41
	TOTAL ...	108,980	128,075	237,005	..	..
	Gunduk Embankment ...	10,868	None.	10,868	10,868	..
	Soane Canal ...	26,874	None.	26,874	26,874	..
BHAGULPORE	TOTAL ...	37,742	None.	37,742	..	..
	TOTAL FOR PATNA DIVISION	146,672	128,075	274,747	..	..
	Monghyr ...	2,121	None	2,121	No details.	No details.
	Bhagulpore ...	None.	23,433	23,433	Ditto.	Ditto.
	Purneah ...	3,624	13,139	16,763	3,624	13,139
	Sonthal Pergunnahs ...	3,079	8,556	11,635	No details.	No details.
	TOTAL ...	8,824	45,428	54,252	..	..
	Maldah ...	1,118	3,255	4,373	No details.	No details.
	Dinagapore ..	None.	14,458	14,458	None	14,458
	Rungpore ...	112	6,379	6,491	112	6,379
RAJSHAHYE	Begia ...	None.	None.	None.	None.	None.
	Moorsshedabad ...	6,077	None.	6,077	6,077	..
	Rajshahye ...	805	25,092	25,897	805	25,092
	Pubna ...	None.	None.	None.	..	..
	TOTAL ...	8,112	49,184	57,296	..	..
	Northern Bengal Railway	5,537	None.	5,537	5,537	..
	Manbhoom ...	5,008	1,474	6,477	..	No details.
	Palamow (a) ...	653	None.	653	..	Ditto.
	Hazareebagh (a) ...	7,601	None.	7,601	..	Ditto.
	TOTAL ...	13,267	1,474	14,731	..	..
BURDWAN	Hooghly ...	2,667	None.	2,667	2,667	..
	Beerbhoom (a) ...	5,322	1,440	6,762	No details.	No details.
	Bankoora ...	3,810	None.	3,810	..	..
	Burdwan ...	..	4,566	(a) 4,566	4,566	..
	TOTAL ...	11,799	6,006	17,805	..	..
	Julpigoree (a) ...	2,370	None.	2,370	No details.	No details.
	GRAND TOTAL ...	196,571	230,167	426,738	..	..

(a.) Last fortnight's figures.

(b.) Details imperfect.

Gunduk Embankment and Canal.—The number of labourers has increased during the fortnight, and the work is progressing favourably; 2,004,720 cubic feet of excavation and embankment have been completed during the fortnight, and 1,232,798 superficial feet of dressing and turfing.

Soane Canal.—The number of labourers was somewhat decreased: about 37 lakhs of cubic feet of earth-work have been completed in the Kurumnassa division during the fortnight.

Northern Bengal.—There is little demand for labour in the country through which this line runs, especially in its northern and southern portions. The total amount of earth-work completed up to date is 71,720,000 cubic feet, equal to 147½ miles of 4-feet bank, with a top width of 15 feet. During the fortnight more than 21 lakhs of cubic feet of earth-work have been thrown up.

Charitable relief.—The following table shows the number of persons in the receipt of charitable relief in each district, as compared with those of the previous fortnight:—

DIVISIONS.	Names of Districts.	Number of centres.	This fortnight.	Last fortnight.
PATNA	Tirhoot, North	681	208,072	204,938
	Tirhoot, South	27,230	81,687	81,687
	Chumparan (a)	47	11,782	32,428
	Suran	18	44,837	44,837
	Patna	None.	None.	None.
	Gya	11	2,120	1,866
	Shahabad	15	5,520	3,202
	TOTAL	772	299,001	318,458
BHAGULPORE	Monghyr	16	10,771	2,656
	Bhagulpore (b)	12	7,872	46,172
	Purneah	55	14,053	25,293
	Sonthal Pergunnahs	...	3,365	3,213
	TOTAL	83	36,061	77,324
RAJSHAHYE	Maldah	78	9,415	10,698
	Dinapore	417	39,423	95,139
	Rungpoie	13	4,601	9,430
	Bogra	4	37,080	40,212
	Moorsheadabad	44	19,787	18,465
	Rajshahye	44	25,655	26,408
	Pubna	...	4,919	5,222
	TOTAL	630	140,880	205,574
CHOTA NAGPORE	Manbhoom	...	21,918	16,214
BURDWAN	Hooghly	...	17,768	8,194
	Beerbhoom	...	31,195	23,075
	Bankoora	...	32,802	38,716
	Burdwan (c)	...	67,895	61,932
	TOTAL	6	149,660	131,317
	GRAND TOTAL	1,481	647,550	749,256

(a) Last fortnight's figures. Returns incomplete: number receiving relief from villages not stated.

(b) Revised figures received by telegram.

(c) Including Maharaja's centres.

From the above statements it will be seen that for the first time since the beginning of the distress, the very satisfactory fact has to be recorded of a decrease both in the numbers on relief works and in those of the recipients on charitable relief. The total numbers in the receipt of charitable relief have decreased from 749,256 to 647,550. The decrease has taken place in almost every district, and is especially notable in the districts of the Rajshahye division. It is only in Burdwan that there is a general increase; in that division Bankoora alone shows a decrease, while the increase in the other districts is large.

No. 25.

Twenty-fifth Special Narrative of the Drought from the 21st August to the 3rd September 1874.

Weather and rainfall.—The continued absence of rain throughout a considerable part of the country still causes a good deal of anxiety, especially in

the Hooghly and Burdwan districts, and a small part of Beerbhoom. In Mudhoobunnee, and the south of Tirhoot, the rainfall of the last month has been very scanty; but a telegram received on the 1st September reported that three inches of rain had fallen that day at Durbhunga, and more was expected.* This will in all probability be more than a local fall, and must do much good. From the Rajshahye division there still continue to be complaints of want of rain, chiefly from Rungpore. In the Moorshedabad and Rajshahye districts and throughout the Presidency division the prospects have somewhat improved. The rising of the Ganges is said to have benefited the rice crops in Fureedpore; and though it has caused damage in parts of Behar, yet the fertilising deposits left will ensure a good cold-weather crop in the inundated tracts; so that on the whole the good effected will probably more than balance the harm done.

Prospects of crops.—The autumn crops, which are now being reaped throughout the country, are, on the whole, giving a more than average yield. The produce has been especially large in the Rajshahye division, and the prospects of the crops throughout the Bhagulpore, Patna, and Chota Nagpore divisions, where the harvest is somewhat later than in Rajshahye, are generally reported to be exceedingly good; even in Tirhoot, where the produce is least, there seems to be likely to be on the whole little less than an average yield from the area sown. Throughout the Burdwan and Presidency divisions the crop has been, on the whole, a fair one; in the 24-Pergunnahs there is said to be somewhat under an average crop, but in Hooghly a fair outturn is looked for. These crops have been much more extensively sown this year than they usually are, and consequently their effect on the food-supply will probably be more marked than in ordinary years, though, even in the best districts, the relief thus given can be but temporary, and the state of the people during the coming year must in the main depend upon the late rice crop. The outturn of this crop cannot be predicted with any confidence for some weeks to come, but throughout the greater part of the country it may be said that the prospects are good, and in the larger part of the Chota Nagpore, Bhagulpore, Cooch Behar divisions, and a large part of the Patna division, there is good reason to expect, if the weather continues to be as seasonable as it has hitherto been, that the yield will be unusually large; on the other hand, in the Rajshahye and Presidency divisions and the Tirhoot district, though there has been no actual damage done to the crops as yet (except in a small area in Moorshedabad and in parts of Durbhunga and Mudhoobunnee), the small rainfall of the last month has caused considerable anxiety, and if rain holds off for many more days, considerable loss will ensue. In the Burdwan division, the crops in part of Howrah, the greater part of Hooghly, a large part of the Burdwan district, and those in a small tract in Beerbhoom, have certainly suffered from drought, and probably, even under the most favorable circumstances, the harvest in these districts will be a light one, as the transplanting season has all but passed away, and a considerable portion of the crop has not yet been removed from the seed-beds; but still much may be hoped from favorable rains throughout September and October even in the worst tracts, and irrigation which is being largely resorted to, especially in Hooghly, will give a crop in many places, even should rain fail to fall. The jute crop generally promises exceedingly well, and the profits of the sale of the fibre will prove an important addition to the resources of the ryots in the eastern districts and those of the Presidency division where it is largely grown.

Prices.—Prices are, ⁸⁰ ^{1,079} ^{1,079} steady, and, as was to be expected from the uncertain character of the season, to maintain their high level even where a large autumn crop has been reaped, as in Dinagepore. Where prices had previously fallen owing to the yield of the autumn crops, anxiety for the coming crop has tended to cause a recovery in Rungpore, where prices have risen from 20-13 to 18 seers. Throughout the Patna and Bhagulpore divisions enough of the autumn crop has not been reaped to affect the market in any marked degree, and prices remain much as before. They have fallen in Patna, Gya, Tirhoot and Chumparun, and have somewhat risen in Monghyr, Bhagulpore, Purneah and the Sonthal Pergunnahs. In Chota Nagpore the fall has been general, except in Singhboom, where prices remain stationary; and in

* Note.—A later telegram reports two inches of rain at Mozufferpore on the 2nd. The fall is said to have extended to the South of Tirhoot.

Lohardugga rice is considerably cheaper than it was at this time last year. In the rest of the country the fluctuations are as follows. Prices have fallen in Burdwan and Bankoora, and have risen in Midnapore, Hooghly, Howrah and Beerbhoom : but except in Beerbhoom, where the rise has been very great, from 12·8 to 9·12, the rise in the other districts has been insignificant. In the central districts, prices have fallen in Nuddea, Jessore, Maldah, Rajshahye, Bogra, Darjeeling and Julpigoree, have risen in the 24-Pergunnahs, Moorshedabad, Dinagepore and Rungpore, and have remained stationary in Pubna. In the eastern districts, there has been a fall of prices in Chittagong and Tipperah, and a rise in Backergunge, Mymensingh, Sylhet and Noakhally. There is no change to record in Dacca and Fureedpore. In Orissa prices are generally stationary with a slight tendency to fall.

Private trade.—The usual note on the movement of food-grains is forwarded. Private trade has almost ceased; that on the railways shows a large decrease, and the river traffic is insignificant, the traders evidently waiting till something more certain can be known as to the turn events will take.

Tirhoot.—The district statements show a considerable improvement in this district, but whether this is to be regarded as merely temporary, or as a beginning towards a return to a normal state of prosperity, depends upon future prospects. At present the prospects of the district can only be described as uncertain. In the north-west things promise exceedingly well, but they are more uncertain in the east and south, though there is probably only a very small area where a copious fall of rain would not suffice to turn the present somewhat gloomy outlook into one of the most hopeful character.

Chumparun.—The latest accounts given in a telegram received on the 1st September describe the prospects of the district as exceedingly good towards the north and west, but some anxiety is expressed about the rice crop in the south-east. Distress continues to decrease.

Surun.—There is nothing new to report about this district. Distress still continues owing to the great poverty of the people rather than to a deficiency of food. There has been some damage done by floods in the south-east of the district.

South Behar.—The prospects continue to be excellent. Some damage from floods has been reported in the Patna and Shahabad districts, but there is no reason to believe that it is of a serious character.

Bhagulpore Division.—The general prospects of this division are most excellent, and distress is rapidly decreasing. More rain is wanted in the north of the Bhagulpore district, but there is nothing like drought, while the autumn crops are most excellent. In parts of the Sonthal Pergunnahs there are slight complaints of a superabundance of rain.

Rajshahye Division.—The autumn crop in the districts of this division has been reaped and has turned out most excellent. This has tended greatly to mitigate distress, and if the winter rice crop were secure, all anxiety with regard to the division might very soon cease; at present, however, the prospects of the crop in almost all the districts are somewhat critical. The rainfall of the past month has been scanty and more rain is wanted, though it is only in a very limited tract in Moorshedabad that any damage has yet been caused. With a good rainfall in September and the early part of October a bumper crop would almost everywhere be reaped.

Chota Nagpore Division.—This has almost passed out of the category of distressed divisions. There is still relief in Manbhoom, but there it is decreasing, and in other districts it has almost disappeared. The prospects throughout the greater part of the division are unusually good.

Burdwan Division.—Though the numbers in the receipt of charitable relief have somewhat decreased in this division, yet the decrease is to be attributed to greater vigilance on the part of the relief officers, which has been rendered possible by the increase of the staff rather than to any actual diminution of distress. The prospects of the greater part of the Hooghly and Burdwan districts and those of a small part of Howrah are so critical as to leave but little hope of an immediate mitigation of distress, unless there be an unusually copious fall of rain sufficient to cause the mahajans to open their stores. In the remaining districts, except in a small part of Beerbhoom, there is reason to hope that

as prospects are improving, distress will soon decrease. The embankments of the Damoodah are being cut in Hooghly, and water supplied to the fields wherever it is possible to do so.

Relief works.—The following statement shows the numbers on relief works during the fortnight as compared with that preceding it :—

		Last fortnight.	This fortnight.
Patna Division	...	237,005	238,404
Gunduk Embankment	...	10,868	8,421
Soane Canal	...	26,874	24,088
Bhagulpore Division	...	54,252	47,658
Rajshahye Division	...	57,296	44,920
Northern Bengal Railway	...	5,537	4,851
Chota Nagpore and Burdwan Divisions	...	32,536	24,770
Cooch Behar Division	...	2,370	2,290
TOTAL	...	426,738	395,402

The above returns show a decrease which is general except in the Tirhoot and Sarun districts of the Patna division, the Moorshedabad district, and the districts of the Burdwan division. In these last the increase appears to have been universal, for in Hooghly, which alone shows a decrease, the returns are imperfect.

The following tabular statement shows the numbers employed in each district, with details as far as they are available of those employed on task or piece-work and on daily wages :—

DIVISIONS.	Names of Districts.	Laborers under Public Works Department.	Laborers under Circle officers.	Total laborers in the	Task or piece-work.	Daily wages.
PATNA	Tirhoot, North	12,239	(a) 39,199	51,438	15,143	36,295
	Tirhoot, South	None	82,476	82,476	11,913	2,262
	Chumpran	6,734	149	6,883	6,883	Details imperfect.
	Sarun	94,178	None	94,178	7,811	83,985
	Patna	None	None	None	...	Details imperfect.
	Gya	532	None	532	532	None.
	Shahabad	2,897	None	2,897	2,897	None.
	Total	116,580	121,824	238,404	...	...
	Gunduk Embankment	8,421	None	8,421	8,421	...
	Soane Canal	24,088	None	24,088	24,088	...
	Total	32,509	None	32,509	...	...
	TOTAL FOR PATNA DIVISION	149,089	121,824	270,913	...	...
BHAGULPORE	Monghyr	None	None	None	No details	No details.
	Bhagulpore	4,888	21,458	26,346	No details	No details.
	Purneah	None	8,302	8,302	8,302	No details.
	Sonthal Pergunnahs	2,211	10,799	13,010	No details	No details.
	Total	7,099	40,559	47,658	...	...
RAJSHAHYE	Maldah	959	1,304	2,263	No details	No details.
	Dinagpore	None	7,600	7,600	Ditto	Ditto.
	Rungpore	100	3,577	3,677	Ditto	Ditto.
	Bogra	None	457	457	Ditto	Ditto.
	Moorshedabad	9,200	None	9,200	Ditto	Ditto.
	Rajshahye	900	20,823	21,723	Ditto	Ditto.
	Total	11,159	33,761	44,920	...	...
CHOTA NAGPORE	Northern Bengal Railway	4,851	None	4,851	4,851	...
	Manbhoom (b)	Returns blank	Returns blank	Returns blank	Returns blank	Returns blank.
	Palamow	80	None	80	...	...
	Hazareebagh	1,079	8,026	4,105	2,366	1,739
	Total	1,159	8,026	4,185	...	...
BURDWAN	Hooghly (c)	1,490	None	1,490	261	12,329
	Beerbhoom	8,922	None	8,922	8,922	2,000
	Bahkoora	4,721	None	4,721	No details	No details.
	Burdwan	5,452	None	5,452	194	5,268
	Total	20,585	...	20,585	...	...
COOCH BEHAR	Jumigoree	2,290	None	2,290	No details	No details.
	GRAND TOTAL	196,232	199,170	395,402	...	...

(a.) Includes Septamurhee laborers from returns received by telegram.

(b.) Only a few laborers are now employed on ordinary road-work. All strictly relief works have been closed.

(c.) Returns imperfect.

Gunduk Canal and Embankment.—Work is progressing on the 4th and 11th mile of the canal; 804,300 cubic feet of earthwork were excavated during the fortnight. Five miles of boundary road have been finished. On the embankment the principal work done has been raising the embankment, and turfing and dressing what had been previously completed: 1,683,070 cubic feet in addition to 743,334 square feet of dressing and turfing were completed. The demand for labor is said to have been very small.

Soane Canal.—Progress has been somewhat retarded by heavy rain. Twenty-five lakhs of cubic feet of earthwork were excavated in the Kurumnassa division during the fortnight.

Northern Bengal Railway.—There still continues to be but little demand for labor on those portions of the line where work can be carried on, and the laborers in the flooded tracts, though wanting work, are not sufficiently eager for it to leave their homes to seek it. The total amount of earthwork completed up to date is 73,581,000 cubic feet, equal to 151½ miles of 4-foot bank with a top width of 15 feet. During the fortnight more than 18½ lakhs of cubic feet of earthwork were thrown up; 103 miles of feeder roads have been made. Sickness is very prevalent among the members of the railway staff.

Charitable relief.—The following statement shows the numbers of persons in the receipt of charitable relief in each district as compared with the previous fortnight:—

DIVISIONS.	Names of Districts.	Number of centres.	This fortnight.	Last fortnight.
PATNA	Tirhoot, North	681	166,760	208,072
	Tirhoot, South	47	22,666	27,220
	Chumparan	71	10,970	11,732
	Sarun	71	97,528	44,337
	Patna	none	none	none
	Gya	11	1,720	2,120
	Shahabad	15	4,213	5,520
	TOTAL	825	303,857	299,001
BHAGULPORE	Monghyr	16	431	10,771
	Bhagulpore	12	10,885	7,872
	Purneah	55	6,975	14,053
	Sonthal Pergunnahs	...	3,511	3,365
	TOTAL	83	21,802	36,061
RAJSHAHYE	Maldah	78	7,384	9,415
	Dinapore	447	27,245	39,423
	Rungpore	13	1,856	4,601
	Bogra	4	19,407	37,080
	Moorshedabad	44	23,397	19,787
	Rajshahye	44	18,791	25,655
	Pubna	...	6,274	4,919
	TOTAL	630	101,444	140,880
CHOTA NAGPORE	Manbhoom	...	13,576	21,943
BURDWAN	Houghly	...	13,222	17,768
	Beerbhoom	...	38,121	31,195
	Bankoora	...	32,449	32,802
	Burdwan	...	64,358	67,895
	TOTAL	...	148,150	149,660
	GRAND TOTAL	...	591,829	647,550

The decrease in numbers is almost general; the only districts that show an increase being Sarun, Bhagulpore, Moorshedabad and Beerbhoom. In Bhagulpore the increase is only nominal, as the returns for the previous fortnight were imperfect. Had the full numbers been shown, the present fortnight's return would show a decrease. The total numbers on relief works and charitable relief for the present fortnight are 987,231 against 1,074,288 as shown in the previous narrative, being a total decrease of 87,057 persons.

Twenty-sixth Special Narrative of the Drought, from the 4th to the 17th September 1874.

Weather and rainfall.—During the last fortnight the weather has throughout almost the whole of the country been everything that could be wished. Almost immediately after the last narrative was written, the long-continued drought which had caused so much anxiety in the Presidency and Burdwan Divisions, and in parts of Tirhoot, Rungpore, and Moorshedabad, came to an end, and since then there have been constant and copious falls of rain almost everywhere. More is still wanted in Burdwan, parts of Tirhoot, Sarun, Nuddea, and Moorshedabad, but everywhere else quite enough has fallen for present needs; and in parts of Hazareebagh and the Sonthal Pergunnahs the rain is said to have been superabundant and fine weather is said to be wanted.

Prospects of crops.—The prospects of the crops having greatly improved under the plentiful rains of the last fortnight, it is only necessary for the present favorable weather to continue till the end of the first week in October to have an unusually large crop in the greater number of districts. In those districts where planting has been delayed by the absence of rain it will require a more lengthened period of rainy weather to render a good crop certain; and all that can be said now is that there is no present fear of the failure of the crops, except over a very small and comparatively insignificant area, and that throughout by far the greater part of the country the prospects are better than those of ordinary years, and nowhere can it be said that the crops are irretrievably lost. Even in those districts where the late rice has been destroyed by the unusually severe floods which have inundated large tracts in the Sarun, Tirhoot, Monghyr, Moorshedabad and Nuddea districts, it will probably be found possible to secure a rice crop by planting out seedlings as the waters recede, and in the northern districts the yield of the cold-weather crops in the inundated tracts is almost certain to be very much above the average.

Prices.—Prices have, on the whole, been pretty steady during the fortnight; they have risen in many districts, but the rise in no case has been large, and in many districts it has been exceedingly small. On the other hand, there are some instances of a notable fall in prices, especially in Dinagepore, Chumparun, and Purneah. In the first district the price of rice has fallen from 12 seers 12 chittacks to 17 seers; in Chumparun the fall has been from 12 seers to 18-8, and in Purneah from 13 to 18. In Purneah rice is now cheaper than it was this time last year, and in Chumparun the prices of the two periods are exactly the same. Rice is also cheap as compared with average prices in Hazareebagh and Lohardugga, especially in the latter district. The general movement has been as follows: The price of rice has fallen in Bankoora, Beerbhoom, Nuddea, Moorshedabad, Dinagepore, Rajshahye, Sylhet, Gya, Chumparun, Monghyr, Bhagulpore, Purneah, Pooree, Balasore, Hazareebagh, Lohardugga, Singbhoom and Manbhoom, and barley has fallen in Sarun. Prices have risen in Midnapore, Hooghly, 24-Pergunnahs, Jessore, Maldah, Rungpore, Bogra, Pubna, Julpigoree, Dacca, Fureedpore, Chittagong, Patna, Shahabad, Sonthal Pergunnahs and Cuttack, and elsewhere they have been stationary.

Private trade.—The transport of food-grains by the railway has almost entirely ceased, but the downward river traffic shows signs of increasing activity, as 4,258 tons of food-grains, chiefly wheat and gram, were registered as passing Sahibgunge in the fortnight ending the 29th August, against 861 tons registered in the previous fortnight. The upward traffic also shows an increase of 363 tons.

Tirhoot.—Things have improved very materially in this district since the date of the last narrative. Even in Warrisnuggur, whence the reports of the preceding fortnight were most gloomy, an 8-anna autumn and a 10-anna winter crop were expected, and elsewhere, throughout North Tirhoot, present prospects are generally exceedingly satisfactory. In South Tirhoot, though the late rains have improved prospects, yet in parts of the Mozufferpore subdivision the crops are said to want more rain immediately. In the south large areas have been inundated, but to judge from the district officers' reports, the flood seems on the whole to have done more good than harm, as throughout the greater part of the country it has filled rice-fields with water where the plants were previously dying from want of rain. It appears, however, to have done a good deal of harm to the root crops, which are largely

grown in the Tajpore sub-division, though the damage done to the potatoes seems to be by no means irretrievable.

Chumparun.—There is nothing to remark about this district, except that the prospects continue steadily to improve, and now even from the south-east of the district, where a failure of the crops was looked for, the Collector, who has just returned from thence, reports that an average crop may with favorable weather be expected.

Sarun.—The floods are said to have caused considerable damage in this district, and the loss thence arising is said to have caused the increase of distress which is shown by the additional number on relief works. Parts of the district are said not to have had sufficient rain, while others immediately adjoining them have had abundance.

South Behar.—It is expected that all relief operations in these districts will cease immediately, and that they will no longer be considered as distressed tracts.

Bhagulpore Division.—The reports from all parts of the districts of this division coincide in stating that the prospects for the future season are most excellent. Some little local damage has been done by floods in Beegooserai in Monghyr, but as these have made a full winter crop almost a certainty, the temporary inconvenience caused by the inundation cannot be said to have caused any serious injury. Relief operations are everywhere being contracted, and should prospects continue as good as at present, the services of all, or nearly all, the special relief officers will probably be dispensed with by the end of this or the beginning of next month and things return to their normal condition.

Rajshahye Division.—Last fortnight some doubt was expressed as to the prospects of the crops in parts of this division, but all fears have for the present been allayed by the late copious rains. It is only in two small tracts of Moorshedabad that any fears for the future are now felt—one to the east, where the floods have destroyed at all events a portion of the late rice crop, but even where the lately planted seedlings have been destroyed, it is still considered possible to get a crop from fresh plantings, and the damage may probably not turn out so great as it was feared it would at first. In the west rain had greatly improved the prospects, but more was wanted to put an entire end to present anxiety. In this division it is only necessary to wait till the prospects of the winter crops are completely assured before breaking up the special relief establishments.

Chota Nagpore.—There is still some little distress in Manbhoom, but that is decreasing, and with improved prospects will rapidly disappear.

Burdwan Division.—It is in this division alone that I have to report an increase of distress during the present fortnight, though even now signs are not wanting that it will soon decrease. There is a decided improvement in the Bankoora district, and the Collector of Beerbhoom speaks hopefully of the future. In Burdwan things remain much as before, but in Hooghly the pressure has greatly increased. In these two latter districts the prospects of the future crops, though improved, are by no means such as to leave no room for anxiety: the population is so dense, and has suffered so much from fever of late years, that there are always large numbers living on charity and certain to be reduced to great straits when the smallest strain comes, and they can no longer be supported by their neighbours and relatives, who have been forced by the doubtful prospects of the coming harvest to curtail their outgoings.

Relief works.—The following statement shows the total number on relief works during the fortnight as compared with that preceding it:—

			Last fortnight.	This fortnight.
Patna Division	...	...	238,404	211,867
Gunduk Embankment	...	...	8,421	5,942
Soane Canal	...	...	24,088	26,020
Bhagulpore Division	..	...	47,658	32,131
Rajshahye Division	.	...	41,920	22,990
Northern Bengal Railway	...	...	4,851	4,844
Chota Nagpore Division	...	...	4,185	1,682
Burdwan Division	...	...	20,585	27,008
Cooch Behar	...	...	2,290	...
TOTAL	...	...	395,402	331,982

The returns show a decrease in every district, except Sarun and the districts of the Burdwan division; in Monghyr, Purneah, Rungpore, and Manbhoom relief works have ceased altogether, while in Bogra the number on the works is quite nominal. On the more important works, such as the Gunduk Canal and Northern Bengal Railway, labor is said to be very scarce, and profitable employment could be given to considerably larger numbers if they could be procured.

The following tabular statement shows the numbers in each district, with details as far as they are available, of those employed on task or piece-work and on daily wages :—

DIVISIONS.	Names of Districts.	Laborers under Public Works Department.	Laborers under Circle officers.	Total laborers.	Task or piece-work.	Daily wages.
PATNA	Tirhoot, North ...	8,819	17,957	26,776	13,355	13,421
	Tirhoot, South ...	none	57,741	57,741	3,346	2,045
	Chumparun ...	5,408	none	5,408	5,408	Details imperfect.
	Sarun ...	119,389	none	119,389	9,203	none.
	Gya ...	400	none	400	400	1,10,186
	Shahabad ..	2,174	219	2,453	2,453	none.
	TOTAL ...	136,190	75,677	211,837	...	...
	Gunduk Embankment ...	5,942	none	5,942	5,942	..
	Soane Canal ...	26,020	none	26,020	26,020	...
	TOTAL .	31,962	none	31,962	...	...
TOTAL FOR PATNA DIVISION		168,152	75,677	243,829	...	...
BHAGULPORE	Monghyr ...	none	none	none	...	...
	Bhagulpore ...	3,071	19,533	22,604	No details	...
	Purneah ...	none	none	none	...	...
	Sonthal Pergunnahs ...	none	9,535	9,535	No details	...
	TOTAL ...	3,071	29,068	32,139	...	...
RAJSHAHYE	Maldah ...	884	427	1,311	No details	...
	Dinagepore ...	1,557	5,453	7,010	Ditto	...
	Rungpore ...	none	none	none	...	...
	Bogra ...	...	12	12	...	...
	Moorsshedabad ...	5,424	...	5,424	No details	...
	Rajshahye ...	149	9,084	9,233	Ditto	...
	TOTAL ...	8,014	14,976	22,990	...	...
Northern Bengal Railway		4,384	none	4,384	4,384	.
CHOTA NAGPORE	Manbhoom ...	none	none	none	...	...
	Palamow ...	none	none	none	...	...
	Hazareebagh ..	315	1,317	1,632	810	822
TOTAL ...		315	1,317	1,632	...	...
BURDWAN	Hooghly ...	6,441	none	6,441	1,381	5,100
	Beerbhoom ...	9,866	none	9,866	9,866	none.
	Bankoora ...	5,303	none	5,303	No details	...
	Burdwan ..	4,254	874	5,398	1,532	3,866
	TOTAL ..	26,134	874	27,008	...	...
COOCH BEHAR	Julpigoree ...	none	none	none	...	...
GRAND TOTAL ...		210,070	121,912	331,982	...	...

Gunduk Canal and Embankment.—The work on the canal has been greatly impeded during the past fortnight by the quantity of rain that has fallen; 62,449 cubic feet have been excavated during the fortnight. On the embankment breaches have been closed, and 7,32,083 cubic feet of earthwork thrown up, besides 7,57,265 superficial feet of turfing and dressing on the upper embankment, of which 42 miles are now reported complete. On the lower embankment 40,000 cubic feet of earthwork were put into the breach at Hajeeapore. On the Sarun side the officers have been occupied day and night

in watching the embankment and guarding against a breach: this has been done successfully, though the trial was very severe, and the works are now being still further strengthened.

Soane Canal.—This can no longer be regarded as a relief work, as distress has almost disappeared from the country which the canal passes through.

Northern Bengal Railway.—The total amount of earthwork completed up to the 5th instant was 7,57,34,000 cubic feet of earthwork, equal to 156 miles of a bank 4 feet high, with a top width of 15 feet. During the fortnight 21½ lakhs of cubic feet of earthwork were thrown up. Labor is said to be very scarce, and work is retarded by the continual absence of clerks and officers on account of sickness. The general health of the staff is said to have not at all improved.

Charitable relief.—The following tabular statement shows the number of persons in the receipt of charitable relief in each district as compared with the previous fortnight:—

DIVISIONS.	Names of Districts.				Number of centres.	This fortnight.	Last fortnight
PATNA	{	Tirhoot, North	...	...	681 {	100,968	166,760
		Tirhoot, South	..	...		17,698	22,666
		Chumparun	...	...	47	9,717	10,970
		Sarun	...	...	..	64,908	97,528
		Gya	...	...	11	1,278	1,720
		Shahabad	...	...	15	2,231	4,213
		TOTAL			825	197,000	308,857
BHAGULPORE	{	Monghyr	...	...	16	347	431
		Bhagulpore	...	...	12	38,599	44,308
		Purneah	...	...	55	134	6,975
		Sonthal Pergunnahs	...	...	..	2,944	3,511
		TOTAL			..	42,024	55,225
RAJSHAHIE	{	Maldah	...	...	78	1,140	7,361
		Dumagepore	...	...	417	20,694	27,215
		Rungpore	...	...	13	224	1,856
		Bogai	...	...	4	14,372	19,497
		Moonshedabad	...	...	14	9,817	23,397
		Rajshahie	...	...	41	10,740	18,791
		Pubna	...	...	..	8,389	6,274
		TOTAL			..	68,415	104,444
CHOTA NAGPORE		Manbhoom	...	...	..	6,696	13,576
BURDWAN	{	Hooghly	..	..	...	43,021	13,222
		Beerbhoom	..	..	...	37,368	38,121
		Bankoora	..	..	...	15,354	32,449
		Burdwan	..	..	..	64,370	64,358
		TOTAL			...	160,113	148,150
		GRAND TOTAL			.	176,248	625,252

The decrease in numbers continues to be general, except in Pubna, Hooghly, and Burdwan. In the first-named district the increase was caused by the flood, which added a considerable number suddenly to the applicants for relief, but it will probably be very temporary. In Hooghly and Burdwan, however, though it is to be hoped no further increase will take place, yet the numbers cannot be expected to decrease materially till the prospects of the crops are sufficiently assured to allow of the begging population returning to their ordinary means of support. The numbers on relief works and charitable relief combined amount to 808,230 for the present fortnight against 1,020,654, the numbers stated in the last narrative, being a total decrease of 212,424 persons against 53,634, the decrease last reported.

PAPERS

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